STUDY OF THE FUTURE
FRANCOPHONE SCHOOL/COMMUNITY CENTRE
IN THE HALIFAX-DARTMOUTH AREA

FINAL REPORT

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FOREWORD

CERECO Inc. would like to thank the Joint Management Committee co-chaired by Mr. Robert Haines, of the Department of Education, and Mr. Georges Cottreau, president of the Comité du Centre scolaire/communautaire de Halifax-Dartmouth. The co-chairmen of the Committee and its members, Mr. Ken Gaudet, Mr. Charles Taylor and Mrs. Fay Lee, of the Department of Education, Mr. Reid Harrison, Mrs. Sandra Everett and Mrs. Marilyn Worth, of the Dartmouth District School Board, and Mrs. Heleanne Carey, of the Attorney General's Department, provided guidance and feedback during the whole course of the study.

We would also like to thank the representatives of the various groups, and all other individuals whom we met during the data gathering process and who provided information essential to our study. These include the Comité du Centre scolaire/communautaire de Halifax-Dartmouth, the Centre culturel franco-manitobain, the Association canadienne française de l'Ontario, the Conseil des organismes du Toronto métropolitain, the New Brunswick School Districts No. 51 and No. 53, the Centre communautaire Sainte-Anne, Carrefour Beausoleil, the Secretary of State, the Fédération acadienne de la Nouvelle-Écosse, the Hants West District School Board - Continuing Education Division, and Messrs. Peter Lawson and Richard Morris, of the Department of Education of Nova Scotia.

We would like to express our special appreciation to Mrs. Annette Boucher who is a member of the Joint Management Committee and of the Comité du centre scolaire/communautaire, and who provided the author with all the necessary documents and made all contacts and meetings possible with the Acadian/Francophone community.

Donald Foidart
Principal Researcher

I - INTRODUCTION

The Province of Nova Scotia and the Government of Canada have entered into an agreement respecting the creation of a Francophone School/Community Centre (**"CENTRE"**) in the Halifax-Dartmouth metropolitan area. The agreement provides that:

> "Nova Scotia shall undertake the construction, the furnishing and the operation of an education and community facility in Halifax-Dartmouth to be known as the "Francophone School-Community Centre Halifax-Dartmouth" hereinafter called the **CENTRE**[1], whose objects shall be:
>
> i) to provide a Francophone School-Community Centre where members of the French-language community of the Halifax-Dartmouth area of Nova Scotia will have an opportunity to be educated in their own language; and
>
> ii) to provide facilities for French-language cultural presentations and community activities."

To provide the authorities of the Province of Nova Scotia with sufficient information on which to base a decision, the Secretary of State and the Department of Education have supplied funding for the purpose of studying other facilities in Canada similar to the future **CENTRE**.

The object of this study is to examine the administrative and financial structure of similar facilities located in other Canadian provinces and, in view of the information gathered and of conditions in the Halifax-Dartmouth area, to offer recommendations as to the administrative and financial arrangements best suited for the **CENTRE**, and the administrative arrangements best suited for the school. Furthermore, the study will describe the role to be played by the Francophone community in the management of the **CENTRE**. A draft operating budget will be prepared for the first year of

1) The term **CENTRE** will be used to designate the building. It should not be interpreted to include more than the physical contruction. It does not include any legal or administrative dimensions.

operation of the community portion of the **CENTRE**, and forecasts will be established for the second and third years of operation.

In the course of the study, other objectives were added either by the consultant or at the request of the Department of Education and the Comité du Centre scolaire/communautaire. Thus the study will also make recommendations as to which linguistic mix in the educational programme will best meet the needs of the student population. These recommendations will be based on published studies of student populations in urban and rural centres across Canada. Furthermore, concerns regarding library facilities, the transition process and the financial arrangements for the school will be addressed.

To better assess the administrative and financial arrangements of the **CENTRE**, the study will be looking at one (1) structure in Nova Scotia with community-based programmes, two (2) centres in New Brunswick catering to the Acadian minority, one (1) centre in Ontario catering to the Franco-Ontarian minority, and one (1) centre in Manitoba catering to the Franco-Manitoban minority.

The study had initially planned to examine one (1) centre in the Province of Quebec established for the English-language minority, but for reasons which are explained in Chapter II of this study, the centre was replaced by a Francophone community centre located in Metropolitan Toronto. The study had also planned to incorporate information gathered from existing centres in Prince Edward Island and Newfoundland. For reasons which are also later explained this was not possible.

In a parallel study the Department of the Attorney General for the Province of Nova Scotia will be looking at the applicability of the Canadian Charter of Rights and Freedoms to such questions as

i) the eligibility of students to the school based in the **CENTRE**; and

ii) the role to be played by the Francophone community in the management of the **CENTRE**.

Chapter II of the present study will describe the data-gathering process, the approach used in the analysis of the data and the preparation of options and recommendations.

Chapter III will describe the operation of five (5) similar centres or structures examined in the course of the study. The reader is advised that the word "structure" means any physical centre comprised of one or more entities housed under one roof and serving the same population.

Chapter IV will outline the needs of the French-language population of the Halifax-Dartmouth area as understood by CERECO Inc. in the course of its meetings with representatives of that community. Included in this chapter is data culled from a random survey of the French-language population living in that geographic area.

The options and recommendations are found in Chapter V. Many aspects of the recommendations made by CERECO Inc. would apply to any similar structure found elsewhere in the province. Other aspects are more specific to the Halifax-Dartmouth area and form an integral part of the options which have been retained. The latter will be presented first, along with general observations on the development of French-language instruction and functional bilingualism. The options which have been retained are presented for discussion purposes. The first of these options is the one we consider the most susceptible of meeting the needs of the population. However, it will require that the Province of Nova Scotia adopt the appropriate legislative measures.

The conclusions of this report are to be found in Chapter VI.

II - DATA-GATHERING AND APPROACH

The first phase of the study consisted in laying the groundwork for the data-gathering process. The Joint Management Committee approved the choice of centres from which CERECO Inc. culled its information. These were:

- two (2) school/community centres in New Brunswick (Fredericton and Chatham-Miramichi);
- one (1) community centre in the Province of Quebec serving the Anglophone community;
- one (1) centre in Manitoba (Centre culturel franco-manitobain);
- one (1) community centre in Nova Scotia (Continuing Education Division, Hants West School District);
- centres in Prince Edward Island and Newfoundland (representatives from the Department of Education supplied CERECO Inc. with the names of persons to contact).

CERECO Inc. then met with the Superintendent of the Dartmouth District School Board, the Secretary of State, the Comité du Centre Scolaire/Communautaire, and the Conseil de gestion of New Brunswick.

Prior to our meetings with the various centre representatives (excluding Prince Edward Island and Newfoundland), telephone conversations and the exchange of letters allowed the groups to prepare the necessary documentation and information for the purposes of the study.

One major change was introduced. The study had initially planned to include one (1) English-language community centre from the Province of Quebec. However, as the English-language minority in Quebec actually controls its own schools, no school/community centre structure similar to that of the future **CENTRE** could be found. Secondly, centres providing community-based programmes in Quebec are entirely under municipality control, with the result that, where an English-language community requires services or programmes in English, these will be offered by the

municipality. For example, the English-language population of Quebec City, (totaling approximately 3,000) controls its own schools, has its own hospital, radio station, television station, etc. In the Montreal area where the proportion of English-language inhabitants is far greater than in Quebec City, the minority not only controls its own schools and hospitals but also its social services, universities, community centres, city halls, cinemas, newspapers, etc. As a result, some sixty percent of Anglophones in Quebec are able to function exclusively in the English language.

The exclusion from this report of the analysis of English-language structures in Quebec is not meant to condone different standards for English-speaking and French-speaking minorities in Canada. Because of its enviable position at the forefront of economic control in the Province of Quebec, the English-language minority has always had total control of its educational system, cultural organizations, health and social services, and communication systems. Therefore, there can be no realistic comparison between that particular cultural group and its French-language counterparts in the rest of Canada. Francophone communities in English-Canada can only hope to obtain the rights and privileges enjoyed by English-language communities in Quebec. Nevertheless, owing to the vast differences in infrastructure between English-language minority groups in Quebec and the Francophone community in the Halifax-Dartmouth area, it becomes readily apparent that no realistic purpose can be served by comparing the two groups. The authors of this study wish to make it clear that they are in no way suggesting that the Francophone community of the Halifax-Dartmouth area is not entitled to the same treatment as its English-language counterpart in Quebec. Infrastructures and services for the Francophone community should emulate what English-speaking Quebecers have always enjoyed.

With the agreement of the Joint Management Committee, a French-language cultural/community orgaization was chosen in Metropolitan Toronto whose Francophone community displays many of the characteristics found in the Acadian/Francophone community of the Halifax-Dartmouth area. Firstly, the population spread is roughly the same. Secondly, percentages are

comparable in that the French-speaking population in the Metropolitan Toronto makes up some 2% - 3% of the overall population. Thirdly, in neither city are the Francophones concentrated in any one particular area.

As for information relating to Prince Edward Island and Newfoundland, we were not able to obtain any answers from the contact persons. According to information from non-official sources, both provinces are looking at the possibility of establishing community or school/community centres for the Francophone population.

Subsequent to the presentation of the Interim Report, the Joint Management Committee asked that information be included regarding the development of French-language education in Manitoba and Ontario. Such information is contained in Chapter III.

The population of any province gives itself a governing body which must make decisions regarding services made available to it. In the field of education, the provinces have established Departments of Education whose mandate is to provide an educational framework for the school population as required by law. Such departments are bound to promote the best possible educational solutions for its students. Since the Province of Nova Scotia, like other provinces, is committed to providing French-language instruction for its French-language minority, there is no doubt that it is intent on offering an educational framework not only suited to the needs of that population, but also eminently capable of developing the full potential of its students. Students, tomorrow's work force, will learn only where framework and programmes are conducive to the learning process.

These are the principles which have acted as guidelines in the preparation of the options and recommendations presented in this report. The author has examined similar settings and circumstances to provide all the necessary information on which to base a decision. The success and development of similar endeavours can act as a valuable tool in deciding viable options for the specificity of the Halifax-Dartmouth area.

III - OTHER STRUCTURES AND MODELS

Information relating to each centre or structure will be presented in separate sections. The intention of CERECO Inc. is to present a summary of the data gathered, including the relevant comments made by the administrators of the different centres in evaluating the development of the services offered. The first part of each section deals with the legal status of the structure. The second part discusses the administrative structure, including the board of governors or trustees, as well as the management structure, programme structure and personnel. The third part of the section deals with financial arrangements, and the fourth provides a summary of the programmes offered. Each section concludes with verbal comments and an evaluation made to the authors by the representatives of each of the structures analyzed.

A. MANITOBA: FRENCH-LANGUAGE COMMUNITY AND EDUCATION

While the main French-language cultural body and the French-language educational body in Manitoba are separate as to formation and administration, they have developed a close working relationship over the years. The following is a presentation of those two bodies: the **Centre culturel franco-manitobain**, and the **Bureau de l'éducation française**, the French-language segment of the Manitoba Department of Education.

1. LE CENTRE CULTUREL FRANCO-MANITOBAIN (CCFM)

Legal status

The **Centre culturel franco-manitobain** ("CCFM") is a crown corporation created by statute in 1972. The statute creates a "Commission" and a "Corporation", and the members of the Commission are appointed by the Lieutenant-Governor. The method for appointing the ten (10) members of the Commission is as follows: five (5) members are appointed directly by the Lieutenant-Governor whereas the remaining five (5) appointees are chosen from a list of ten (10) nominees drawn up by the **Société franco-manitobai-**

ne, whose counterpart in Nova Scotia would be the **Fédération acadienne de la Nouvelle-Écosse.** The members of the Commission are the board of directors of the Corporation. The Statute provides that the President and Vice-president of the Corporation will be named by the Lieutenant-Governor.

The term of office of the board members is determined by the Minister of Cultural Affairs. In practice, two (2) year terms are the rule, with half the board members being replaced (or reappointed) every two (2) years. Members of the Commission are not remunerated for services rendered but expenses incurred in their official capacity may be reimbursed where authorized by the Auditor General. Members of the Commission may not be employees of the Corporation.

All real property acquired by the Corporation is the property of, and is held in the name of, Her Majesty in the right of the Province of Manitoba. The Corporation may not transfer, convey or otherwise dispose of real property except with the written approval of the Minister.

The Corporation is a charitable organization, entitled to receive donations from any source, and its accounts are audited annually by the Auditor General. The Corporation must submit its annual report to the Minister four (4) months after its fiscal year end (March 31) and the Minister presents it to the Legislature. before the Legislature

The Corporation may hire as many employees as it sees fit to fulfill its mandate. The Corporation is not subject to municipal taxes, school taxes, business taxes or local improvement taxes, and neither the Corporation nor the Government will be required to replace such taxes by subsidies. The Minister may, subject to the consent of the Lieutenant-Governor, advance monies to the Corporation (not to exceed $100,000) and the Corporation may request short-term loans from financial institutions (not to exceed $100,000) to meet its short-term obligations.

The object of the Corporation is to maintain, encourage, promote and support French-language activities by all possible means, and to make

French-Canadian culture accessible to all the residents of the Province of Manitoba.

Administrative and physical structures

The internal administrative structure is presented in chart 1 on the following page. Four (4) committees have been set up by the Board of directors, namely: Finance, Programming, Physical Installations, and Cultural Development. The Committees are made up of Board members and one (1) employee according to his specialty. The Board of Directors meets every month (except July) whereas the Executive and other Committees meet at least every month and as often as every two (2) weeks where required.

The **CCFM** can modify its internal administrative structure as the need arises, and although the Board of Directors and the various Committees have always been maintained in their present form, analysis of the last three (3) year period indicates that internal staff structure is subject to frequent modification.

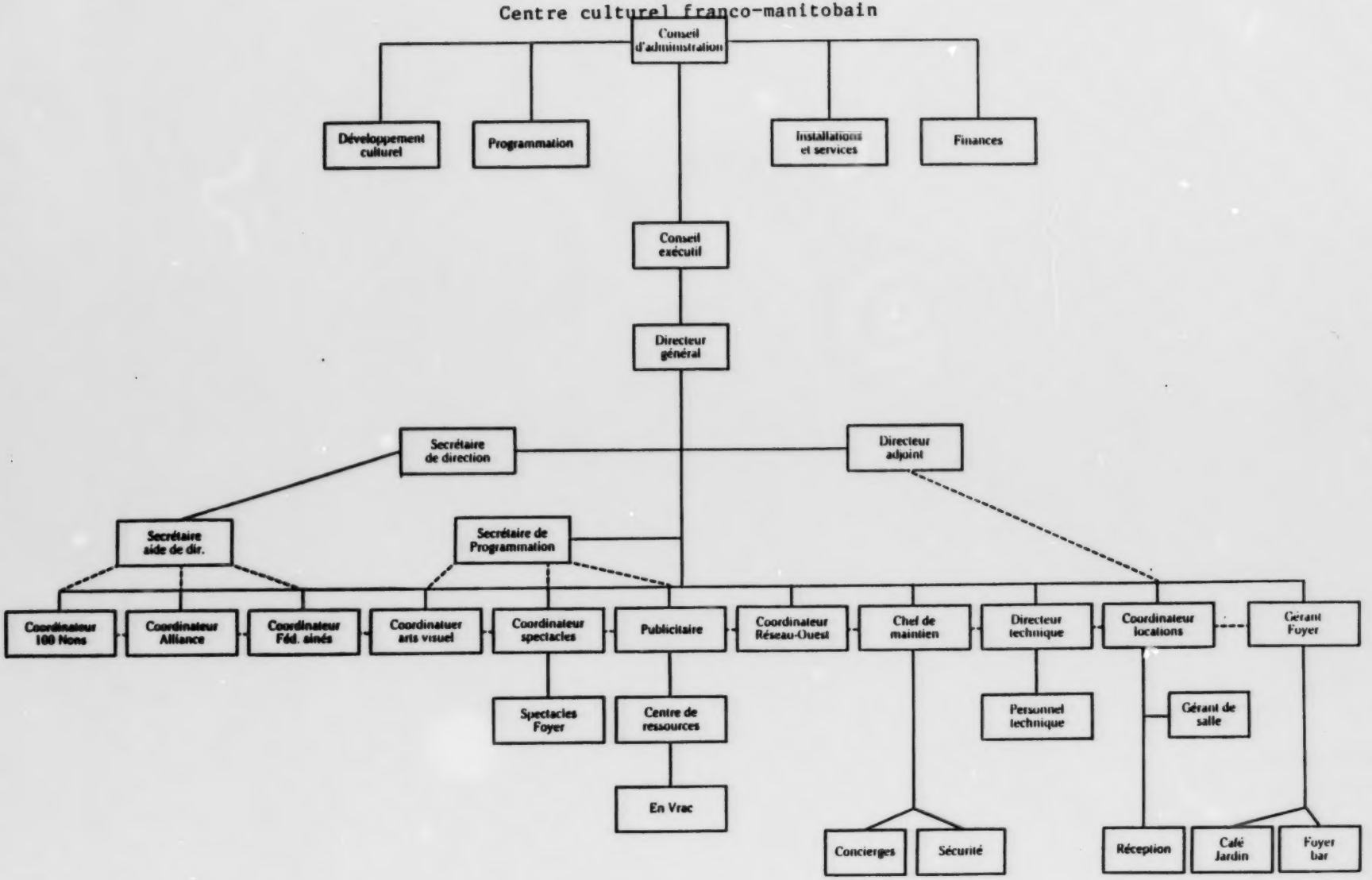
According to its 1986-87 annual report, the **CCFM** had 20 full-time employees, 31 part-time employees, 33 temporary employees and 8 students working on special projects.

The General Manager ("Directeur général" on chart 1) controls the different coordinators responsible for the cultural programmes as well as the technical coordinators whose primary function is the management of the building. The **CCFM** has its own security service as well as its own janitorial staff.

The **CCFM** has 53,400 square feet of office space which houses the management as well as the resident groups. Furthermore, a 307-seat theatre is used by the Cercle Molière (a professional theatre group) as well as by various other groups. Another room with a capacity of 120 people is used for rehearsals, large meetings, and as a workshop and theatre for young artists. Five (5) classrooms are used either for rehearsals (2 rooms) or

Chart 1

Centre culturel franco-manitobain



for courses such as pottery, weaving, ceramics, etc. (3 rooms). The gym is used for receptions, parties (Canada Day, Festival du Voyageur, Winter Carnival), rehearsals, and community sports. The Foyer, including bar and restaurant, is used as a meeting place and for performances. The Terrace used during the summer months is located next to the Cafe/Foyer and is primarily used for shows. Two (2) art galleries complete the physical structure of the **CCFM.**

The **CCFM** also acts as a home base for several groups having their own programmes, activities and needs. Although autonomous, they require services that can be provided by the **CCFM.**

Cercle Molière, a professional theatre group, presents four (4) plays a year to an audience of approximately 12,000 (3000 per play running for a total of 10 nights). Furthermore, **Cercle Molière** also offers a Youth Theatre Festival as part of the school programme. **Cercle Molière** has its own technicians and employees, and is primarily a resident group that rents space from the **CCFM.**

Les Danseurs de la Rivière-Rouge Inc. is a folk dance group that puts on shows on **CCFM** premises as well as elsewhere. They are active in schools, during festivals and at the yearly Folklorama Festival. They are an independent group which coordinates their activities with the **CCFM.**

Three (3) choral groups are also residents of the **CCFM. L'Alliance Chorale Manitoba** is the Federation of choirs and choral groups of Manitoba. **La Chorale des Intrépides** is an adult choir and **Les Blés au Vent** is a youth choir. These groups mostly use **CCFM** facilities for rehearsals and as a concert hall. They give several concerts a year. The **CCFM** also offers the services of a coordinator to coordinate all choir activities.

Le 100 Nons Inc. is an independent group managed by the **CCFM.** Its objectives are training young artists and competing in the Granby Song Festival (Québec) and the Aurèle Séguin competition. These young artists give concerts primarily in the Foyer and on the Terrace.

The Management of the community radio station rents office space from **CCFM**, as does the local French-language publisher, **Les Éditions du Blé**. Some of the books published by this publisher are presently used in the public schools.

La Fédération des ainés franco-manitobains is an umbrella organization for 28 French-speaking senior-citizens groups of Manitoba. Apart from its administrative functions, the **Fédération** also organizes and coordinates different events. The **CCFM** provides these groups with the services of a coordinator.

L'Association culturelle franco-manitobaine ("**A.C.F.M.**") is the corporate body for local cultural committees located in different parts of the province. The **CCFM** provides them with technical assistance and coordination services.

La Boutique 340 des Amis de l'art Coop Inc. is a cooperative of artists and handicrafts artists who sell their arts and crafts in one of the two art galleries.

In summary, the above-mentioned organizations are mostly independent groups who have developed their own programmes and activities. Some are no more than tenants on **CCFM** premises while other benefit from **CCFM** coordination services.

The **CCFM** has its own cultural programmes.

Financial arrangements

Table 1 entitled SUMMARY OF REVENUE on the following page provides a summary of the sources of revenue for the **CCFM** from 1985 to 1987.

As the land and building belong to the Province of Manitoba, special projects have been developed to maintain or expand the real estate.

Table 1

SUMMARY OF REVENUE - CCFM

	1987	1986	1985
Special projects			
Gov. of Manitoba	134,005.	84,358.	00.
Intercultural Council of Man.	00.	15,700.	00.
City of Winnipeg	33,750	00.	00.
Gov. of Canada (S.O.S)	37,765.	00.	00.
Other - self-generated	16,701.	10,145.	7,991.
Sub-total	222,221.	110,203.	7,991.
Administration of Centre			
Gov. of Manitoba	256,900.	240,900.	238,500.
Intercultural Council of Man.	23,063.	00.	00.
Gov. of Canada (S.O.S.)	5,395.	2,810.	00.
Other grants	7,263.	00.	00.
Self-generated	279,920.	235,215.	214,726.
Sub-total	572,541.	478,925.	453,215.
Programmes			
Gov. of Manitoba	23,659.	17,413.	6,430.
Gov. of Canada (S.O.S.)	228,648.	239,427.	236,119.
Other grants	12,159.	00.	00.
Self-generated	53,341.	76,037.	78,572.
Sub-total	317,807.	332,877.	321,121.
TOTAL			
Gov. of Manitoba	414,564.	342,671.	244,930.
Gov. of Canada	271,808.	242,237.	236,119.
Other grants	76,235.	15,700.	00.
Self-generated	349,962	321,397.	301,289.
Total	1,112,569.	922,005.	782,338.(1)

(1) There is a discrepancy of eleven dollars unaccounted for in the financial statements.

The Province of Manitoba and the City of Winnipeg provide funds for capital expenditures based on proposals made to the Board. In special circumstances, the Secretary of State for Canada also provides financial assistance where improvements directly affect the cultural programmes which are being offered.

For accounting purposes, and for the purpose of receiving grants and donations, the **CCFM** is broken down into two (2) major components: administration of the building and land, and programmes offered by the **CCFM**. The agreement between the Province of Manitoba and the Federal Government is to the effect that the Province finances the operations (building and land) and the Federal Government finances the programmes.

The Province provides approximately 50% of the funds required for the operations and the **CCFM** generates the other 50%, primarily by renting office space to resident groups and organizing special events. Special events held in the gym account for 20%, and the restaurant and bar account for 30%.

The price per square foot charged by the **CCFM** to resident groups for office space is the average price per square foot charged for office space in the surrounding area (St. Boniface). As regards the common areas, resident groups present a forecast of their projected needs based on their anticipated programme of activities. Prices for the different facilities are charged on a sliding scale. Resident groups are offered a reduced rate based on frequency of use and reduced costs in terms of administrative and technical staff. Special services of a technical nature or overtime for resident and outside groups are also charged on a sliding scale. According to the **CCFM** management, this practice is both consistent with the mandate of the Centre and justified in terms of actual costs incurred by the **CCFM** for its different client bases. The **CCFM** has a yearly liquor licence for each of the areas where liquor is served, such as the gym, the Foyer, the Café and the Terrace. Strict procedures are adhered to at functions where liquor is served, including police protection or the posting of security guards. Past experience has shown this to be necessary to reduce vandalism

and to ensure that order is maintained. Since the adoption of such measures by the Board, there have been no liquor-related incidents on **CCFM** premises. Bar personnel is employed by the **CCFM** for all events. There is a charge for corkage fees, rental, and the hiring of bar staff and security personnel.

While the Province of Manitoba participates to a degree in the financing of cultural events presented by the **CCFM**, the primary source of revenue is in the form of grants from the Secretary of State for Canada. Events presented by the **CCFM** generate approximately 20% of the total programme revenue.

Programmes

According to the 1986-1987 **CCFM** annual report, approximately 115,000 people participated in events organized on **CCFM** premises. The **CCFM** programme includes such community events as Saint-Jean-Baptiste Day, Canada Day, Christmas celebrations and school programmes. Guest appearances by performing artists are organized for French-speaking schoolchildren and those in French Immersion schools in the province. These include appearances by theatre groups and singers. Other **CCFM** programmes include arts and crafts exhibitions in the two (2) art galleries. Young artists also perform on a regular basis in the Foyer and on the Terrace which have become popular gathering places for the population.

The **CCFM** also offers several courses such as pottery, sewing, weaving, ceramics, etc. Furthermore, the **CCFM** plays a major role in the promotion and organization of cultural events in 15 communities with their own local cultural committees. Coordination of cultural events and expertise are offered by the **CCFM** at the request of the communities.

The **CCFM** is also the principal spokesman for the French-language community at the provincial and national level. Its participation in various groups serves to promote the development and expression of French-Canadian culture.

2. FRENCH-LANGUAGE EDUCATION IN MANITOBA

The Manitoba Public Schools Act (the statute and regulations governing French as a language of instruction) identifies English and French as the two (2) languages of instruction in the public schools of Manitoba. Pursuant to certain established guidelines, however, a school board may authorize the use of another language as language of instruction. In any school division or school district where 23 or more students are capable of being grouped into the same class for English or French-language instruction, the school board **must** provide instruction in the language petitioned by the parents. The Minister may also require a school board to provide instruction for fewer than the required number of students. If in any school division or district the number of students does not justify the provision of programmes in either English or French, arrangements may be made with another school board. Where any such arrangement is entered into, the student's home school district or division bears any residual costs not covered by provincial grants.

The Province of Manitoba has established three (3) separate programmes regarding the language of instruction. Apart from the normal English-language programme there is a French Immersion programme (FL2) which caters to the needs of students whose mother tongue is not French, and the "Français" programme (FL1) which caters to students whose first language is French. The FL2 programme is designed to provide functional bilingualism in both official languages. Within the framework of the Bilingualism Support Programme, a "French Immersion pupil" is any pupil enrolled in a French Immersion programme and who receives French-language instruction in the following proportions:

i) 100% in Kindergarten;

ii) a minimum of 75% in grades I through VI, or grades IV through IX for students enrolled in the late immersion programme;

iii) a minimum of 50% in grades VII through XII.

The FL1 programme is specifically designed for students who have learnt French at home and who are enrolled in a programme of studies tailored to their needs. In addition to the teaching of French, the programme is designed to promote and develop the French culture, and to develop in the student a sense of identity as a member of the French cultural group. The Bilingualism Support Programme defines a "Français" pupil as one who is enrolled in the "Français" programme and who therefore receives a minimum of 75% of his instruction in French. The Bilingual Support Programme also provides for "Basic French" pupils and "Conversational French" pupils.

The administration of a public school can be effected either in English or in French. In schools where the elementary levels are taught in English 75% of the time or more, and where the secondary levels are taught in English 60% of the time or more, English is the administrative language. In schools where French is the predominant language of instruction (75% of the time or more at the elementary level and 60% of the time or more at the secondary level) French is the administrative language. In schools where the language of instruction is either French or English at least 50% but no more than 75% of the time at the elementary level, and less that 60% at the secondary level, the administrative language is the language of the majority of the students enrolled.

English may be taught as a subject in any grade and must be taught as a subject in grades IV through XII where French is the language of instruction.

Type of School

The Province of Manitoba has divided its schools according to setting and type of programme. A "single-setting" school offers one (1) programme only where a "mixed-setting" school may offer two (2) or more programmes under the management of one administration. These programmes may include English, "Français" (total/partial) or French Immersion (total/partial, early/late).

The policy of the Department of Education for its French-as-a-first-language curriculum is to favour the development of single-setting schools for Franco-Manitobans where the total "Français" programme is taught. The total "Français" programme is one where maximum French-language instruction is 100% from Kindergarten through grade III and 75% for grades IV through XII.

Although deemed to be a single-setting school as recommended by the Department of Education, a "Bilingual school" is one that offers both total and partial "Français" programmes. A partial "Français" programme is defined as one where French-language instruction is not offered for the maximum amount of time.

A mixed-setting school offers either a total "Français" programme together with another programme, or a partial "Français" programme together with another programme. These other programmes may be either English-language programmes or total or partial Immersion programmes.

The funding provided by the Province of Manitoba through its Bilingualism Support Programme is proof of its commitment to the objectives of functional bilingualism. There is no doubt that these are optimally attained where French is the maximum language of instruction in a single-setting school: i.e. the total "Français" programme in a Franco-Manitoban school.

Enrollment

Enrollment data for the "Français" programme is given as at September 30, 1987. In all "Français" programmes (FL1) combined, there were 5,617 students with French as their native language enrolled in 8 different school divisions in Manitoba. Of these, 60.9% were enrolled in a total "Français" programme in a Franco-Manitoban school. In the Bilingual-school setting, there were 68 students enrolled in total "Français" programmes and 716 students enrolled in partial "Français" programmes.

In mixed-setting schools, there were 697 students enrolled in total "Français" programmes and 289 in partial "Français" programmes. 429 students were enrolled in mixed-setting schools where partial "Français" and other programmes were offered.

In conclusion, 4,183 or 74.5% of FL1 students are enrolled in total "Français" programmes, independently of the setting, with the remaining 25.5% (1,434 FL1 students) being enrolled in partial "Français" programmes.

As for the French Immersion programme (FL2), there were 16,442 students enrolled in this programme as at September 30th, 1987 in 24 school divisions or districts. Of these, 76.84% were enrolled in the 10 urban school divisions located in Metropolitan Winnipeg. Many rural school divisions offer FL2 programmes for fewer than the required 23 students per class as provided by the Manitoba Public Schools Act.

Both early and late French Immersion programmes can be found in various settings. The administrative language in these schools is English and the object of the programme is to attain functional bilingualism. This corresponds much more to the instrumental rather than the integrative concept of language, i.e. French as a tool rather than as a means of integrating into a cultural group.

Departmental Structure

French-language education is the responsibility of the Assistant Deputy Minister of the **Bureau de l'éducation française** ("**Bureau**"). The **Bureau** (see chart 2 on the following page) is responsible for FL1 and FL2 programmes as well as for the Conversational and Basic French programmes.

The **Bureau**:

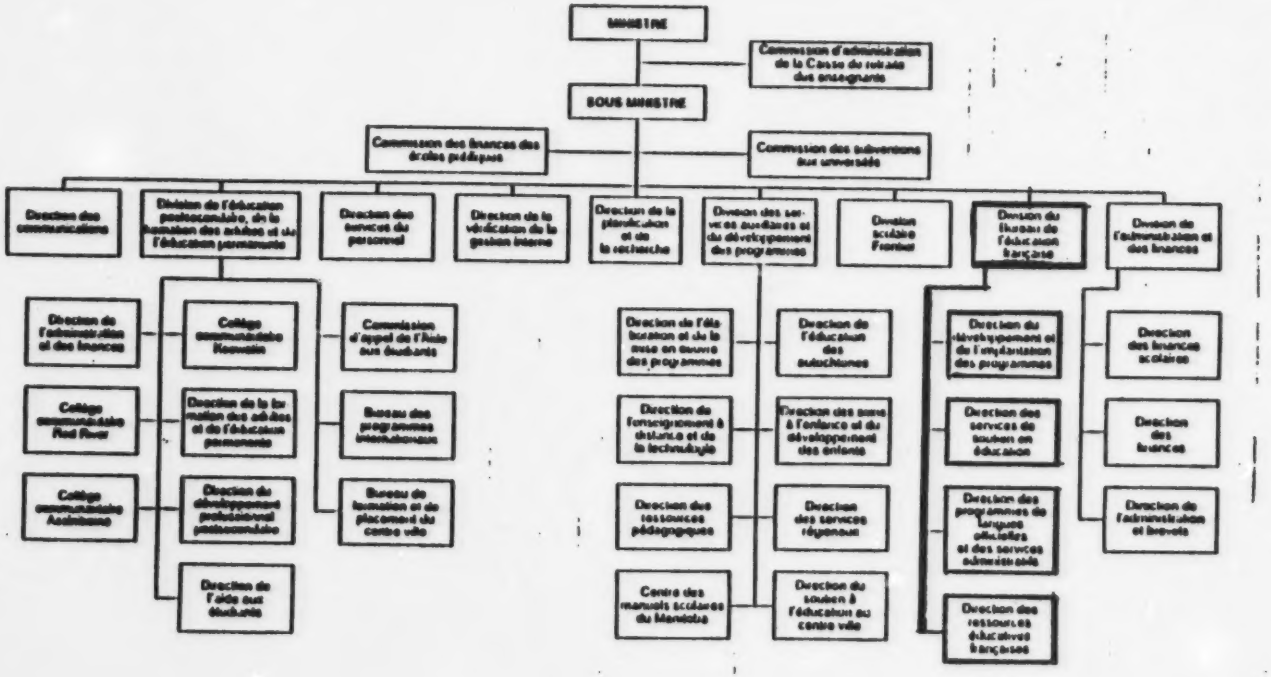
i) develops and reviews French-language policy in education;

ii) administers the division's budget;

Chart 2

Department of Education - Manitoba

Organigramme — Éducation Manitoba


MINISTRE
Commission d'administration de la Caisse de retraite des enseignants
SOUS-MINISTRE
Commission des finances des écoles publiques
Commission des subventions aux universités
Direction des communications
Division de l'éducation postsecondaire, de la formation des adultes et de l'éducation permanente
Direction des services du personnel
Direction de la vérification de la gestion interne
Direction de la planification et de la recherche
Division des services auxiliaires et du développement des programmes
Division scolaire Frontier
Division du bureau de l'éducation française
Division de l'administration et des finances
Direction de l'administration et des finances
Collège communautaire Keewatin
Collège communautaire Red River
Collège communautaire Assiniboine
Direction de la formation des adultes et de l'éducation permanente
Direction du développement professionnel postsecondaire
Direction de l'aide aux étudiants
Commission d'appel de l'aide aux étudiants
Bureau des programmes postsecondaires
Bureau de formation et de placement du centre ville
Direction de l'élaboration et de la mise en œuvre des programmes
Direction de l'enseignement à distance et de la technologie
Direction des ressources pédagogiques
Centre des manuels scolaires du Manitoba
Direction de l'éducation des autochtones
Direction des sans à l'enfance et du développement des enfants
Direction des services régionaux
Direction du soutien à l'éducation au centre ville
Direction du développement et de l'implantation des programmes
Direction des services de soutien en éducation
Direction des programmes de langues officielles et des services administratifs
Direction des ressources éducatives françaises
Direction des finances scolaires
Direction des finances
Direction de l'administration et brevets

iii) acts as a link between the Government and local communities and organizations;

iv) develops, adapts and evaluates curriculum and learning materials for French-language programmes;

v) supervises interprovincial and international agreements concerning official languages exchanges;

vi) negotiates and administers Federal/Provincial agreements concerning the official languages.

The **Bureau** has an annual operating budget of approximately $4,000,000 and employs 50 persons. The Administration Division of the **Bureau** is mostly responsible for the general management of the **Bureau** as well as for language policy in Education, Federal/Provincial Agreements and for liaising with local communities and organizations interested in French-language education (2 person years).

The Curriculum Development and Implementation Branch employs 16 full-time Department employees and is also authorized to employ teachers seconded by School Divisions for specific projects. This sector develops, adapts and evaluates manuals and teaching materials aimed at students (grades I-XII) enrolled in the "Français", French Immersion and Basic French programmes, and provides curriculum support services. It also devises and implements ways and means of instructing teachers on how to use new curricula. One of the sector's main concerns is the creation or adaptation of curricula and materials for the purpose of attaining the educational and cultural objectives of the "Français" programme. For this reason, translation of regular English-language programmes is **not** the favoured means of curriculum development. To introduce new curricula into the schools, seminars or one-on-one meetings with teachers and school administrators are held in different regions, school divisions and schools. The **Bureau** has educational consultants who are specialists in all areas of the curriculum offered in Manitoba. Approaches differ for FL1 or FL2 programmes (16 person years).

The Education Support Services Branch of the **Bureau** collects and analyses data on the cost of running French-as-a-first/second-language programmes, for the purpose of awarding grants. This department also evaluates "Français" and French Immersion curricula, supervises interprovincial and international agreements concerning official languages, and is also responsible for teacher and student exchanges and access to outside expertise in the area of French-language education and culture (4 person years).

The Official Languages Programmes and Administrative Services Branch of the **Bureau** is aimed at maximizing the recovery of provincial expenditures in the area of French-language education and promoting French-language education in the province. This branch determines the needs of the French-language target groups, analyses future trends and ensures the best possible returns for the province under the Canada-Manitoba Agreement on Official Languages in Education. It also administers programmes providing teachers with assistants or student teachers, and programmes granting bursaries to teachers and students intent on improving their linguistic skills (14 persons years).

The Library and Materials Production Branch of the **Bureau** provides teachers and students involved in French-language instruction with access to existing teaching and learning materials. Among its other functions are the collection, creation and distribution of non-printed teaching and learning materials and educational software for "Français", French Immersion and Basic French, the operation of a mobile library for rural and remote areas, theatre productions and in-service training sessions (14 person years).

While the larger school divisions often have specialists on staff who train and assist teachers, the most frequently used expertise in all areas and at all grade levels is provided by the Department of Education.

The **Bureau** is in close contact with the 31 schools offering FL1 programmes and the 85 schools offering French Immersion programmes. With the help of

the 19 provincial French-language associations and 8 out-of-province cultural organizations, the **Bureau** coordinated 24 cultural projects in 1987 for the benefit of 20,000 students. The **Bureau** has been very active in promoting the French culture with the cooperation of the local community or cultural groups. The **Bureau** is also involved in agreements with France, Belgium and Quebec. European projects consist mostly in the offering of courses and programmes to teachers. Agreements with Quebec often involve the use of experts from Quebec who are employed for specific projects required by the **Bureau** or school divisions.

At the request of the school divisions, the **Bureau** is actively involved in the out-of-province recruitment of teachers for the various programmes offered. The **Bureau** also contributes financially to the four (4) University institutions offering French-language courses to approximately 3,000 adults.

Research and Evaluation in Manitoba

The Department of Education has done extensive research and conducted evaluation studies of French-language education in Manitoba. In 1974 three (3) studies were commissioned, the first dealing with the performance of students at the grade III, VI and IX levels. The second study involved an evaluation of student and parent motivation, and the third dealt with the professional development of teachers.

With respect to student performance, the 1976 study conducted by Hébert et al. indicated that the programme best suited for the bilingualization of Francophone students is the total "Français" programme. Students enrolled in this programme in Franco-Manitoban (single-setting) schools perform better in French, in the English Language Arts, and in some areas of Social Studies. The evaluation of test results took into account I.Q. and socio-economic status. The study was again conducted at the same grade levels in 1978 and produced similar results. The authors concluded that the single-setting school with its total "Français" programme is the most conducive to the development of linguistic skills in both official languages, which

corroborates Cummins's linguistic interference theory. This theory states that once the first language is well learned and well defined in terms of structure, the second language does not suffer from the interference of the structure of the first.

An evaluation of student and parent motivation has shown that students enrolled in a total "Français" programme in a single-setting school tended to value education and instruction in their school environment more highly than students enrolled in a partial "Français" programme in a mixed-setting school.

Another study, concerning the professional development of teachers, identified areas in which teachers felt they most needed additional training. Many teachers who had taught for several years in English, and who were then invited to teach the same course content in French, were intent on improving their command of French. Some were very concerned that their limited command of the language would preclude their offering the same quality of instruction, owing either to lack of vocabulary or to the inability to correct students in their use of French. Some teachers expressed concern with the input of cultural content into their subject matters. As teacher training had been entirely in English, a lot of the cultural content was foreign to them and they did not feel capable of introducing it into subjects such as Science, Social Studies, Mathematics, etc. The study also covered the professional development of teachers involved in the French Immersion programmes in Manitoba. Teacher development courses were set up for both streams at St. Boniface University College (University of Manitoba) and additional courses were offered in Quebec in the summer. Furthermore, the Library and Materials Production Branch of the Bureau was established to provide teachers with the materials and support required to pursue the objectives of French-language education, thereby effectively promoting functional bilingualism in Manitoba.

Studies were also conducted on French Immersion programmes and settings as well as on the motivation of students. These studies acted as guidelines

for the Department of Education when adopting its French-as-a-first-language curriculum policy.

The Francophone community in Manitoba has become increasingly vocal over the past few years in its demands to govern its own French-language schools. The issue is now before the Manitoba Court of Appeal.

School Divisions

School divisions were established in Manitoba according to geographic boundaries. Initially such boundaries were established to respect natural communities and cultural groups. For example, since Manitobans of German descent comprise 20% of the total population and form the largest cultural group, the boundaries of the school divisions were drawn in an attempt to respect their towns and communities. The same procedure applied to the Catholic population as well, with the result that certain Francophone areas were grouped together into one school division or district.

Owing to the trend towards urbanization of the last few decades, the original boundaries no longer contain homogeneous linguistic communities. Although one school district is 90% French-speaking, all urban or semi-urban school districts are predominantly English-speaking. This has created problems for the Francophone population who maintain that hiring, transportation, the establishment of single-setting schools with total "Français" programmes, and eligibility to Franco-Manitoban school are often areas of concern.

Eligibility criteria are presently based on the type of school and the programmed offered, i.e. "Français" or French Immersion. A child entering the public school system is accepted in a Franco-Manitoban school if he is capable of adequate communication in French (the language spoken at home) and if his parents want and accept the cultural content of the Franco-Manitoban school.

French Immersion programmes cater to the child who does not speak French, (the language is not spoken at home) but whose parents want him to learn French as a second or third language, although not for the purpose of integrating into the French cultural group.

At the high school level, both French Immersion and "Français" programmes are separate and distinct programmes because the objectives are different, as are the needs they aim to fulfill. To become eligible for a particular programme, the student must accept the objectives both of the school and of that programme.

B. ONTARIO: FRENCH-LANGUAGE COMMUNITY AND EDUCATION

French-language cultural bodies in Ontario, and particularly in the Metropolitan Toronto area, are separate as to formation and administration. The following is a presentation of the main cultural body: the **Conseil des organismes francophones du Toronto métropolitain** ("**COFTM**"), and information regarding the Education Act and educational structures in Ontario.

1. CONSEIL DES ORGANISMES FRANCOPHONES DU TORONTO MÉTROPOLITAIN (COFTM)

COFTM is a non-profit corporation incorporated by letters patent under the Corporations Act (Ontario). The corporation is governed by to the following main provisions:

(a) the corporation is to be carried out without the purpose of gain for its members, and profits must be used to promote its objects;

(b) directors serve without remuneration, and no director can receive any profit from his position except for the reimbursement of reasonable expenses incurred in the performance of his duties;

(c) borrowing power is limited to borrowing money for the current operating expenses, unless it borrows on the security of real or personal property;

(d) upon dissolution and after payment of all debts and liabilities, remaining property will be distributed to charitable organizations carrying on their work solely in Ontario (in Canada);

(e) the corporation can be dissolved by the Minister for non-compliance with a number of statutes listed in the letters patent.

The main objects for which the corporation was incorporated are:

(a) to support various activities and programmes promoting the well-being of Francophones or French-language organizations in Metropolitan Toronto, and to organize and arrange the interaction of various French-language activities and programmes;

(b) to establish and create new social, educational, economic cultural and sports programmes for French-speakers in Metropolitan Toronto, and to assist French-language organizations economically, socially, educationally and culturally, in the achievement of their activities and programmes;

(c) to provide locations where French-speaking organizations can meet, and where programmes, workshops, activities and services can be implemented;

(d) to provide meeting areas and playgrounds for French-speaking children in Metropolitan Toronto, and to provide community hall premises for meetings;

(e) to receive and disburse contributions to tax-exempt charitable organizations;

(f) to make contracts, purchase, lease, and sell, convey, exchange, mortgage and otherwise dispose of all real and personal property;

(g) to act as trustee to receive, hold, administer and expend funds and property for the principal objects of the corporation, and to provide for the payment of all operating expenses and bills determined to be necessary by the Board of Directors;

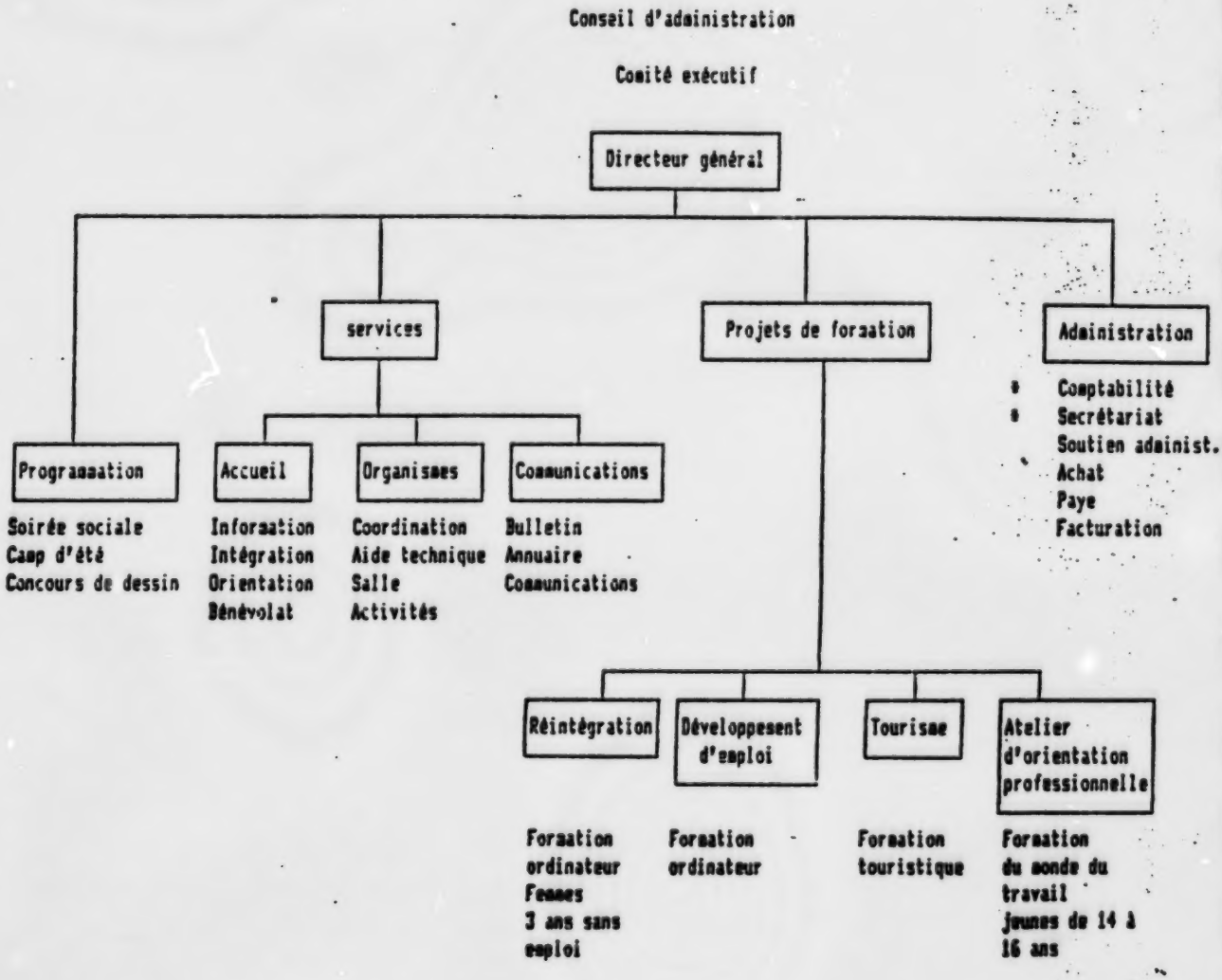
The articles of incorporation and regulations adopted by **COFTM** identify four (4) types of member: groups, regular or affiliated members, and individuals or special members. At the annual meeting, members who attend in person elect the officers and the administrators of the body corporate. The Board may have up to a maximum of twenty (20) members and must meet at least four (4) times a year. The Executive Committee is comprised of a president, a vice-president chosen from among group members, a vice-president chosen from among individual members, a secretary and a treasurer. Various committees are created to meet the needs of the population.

Administrative and Physical Structure

COFTM has a General Manager ("Directeur général" on chart 3) who is responsible for all internal operations. Four (4) major activities are

Chart 3

Organigramme du personnel du COFTN/Centre francophone actuel



represented: programmes, services, training and administration. These will be described further in the section dealing with the programmes.

COFTM is housed in a building leased under a 99-year agreement from the Harbourfront Corporation (City of Toronto). The three-storey building consists mostly of office space, with several conference rooms or classrooms. When the need arises, other premises for **COFTM** activities are rented in different locations according to specific needs. The French-language schools in the Metropolitan area, whether separate or public, serve regularly as a venue for **COFTM** or member-group activities.

COFTM acts primarily as a spokesman for the various French-Language community organizations. Several groups from the French community are housed in the building and share services. Every group operates its own programmes which have been developed to meet its objectives.

Financial structure

Sources of revenue from the Province of Ontario have been grouped under one heading in the SUMMARY OF REVENUE (table 2 on the following page). Such sources include the Department of Civic and Cultural Affairs, the Bureau of the Provincial Coordinator of French Services, the Ontario Arts Council, etc. Funding is provided on a yearly basis and is contingent upon the projects being submitted to the various departments or services for approval.

The Secretary of State for Canada provides a yearly contribution for cultural events organized by **COFTM**. Other groups more specifically involved with the development of the French-speaking community also receive funding from the Secretary of State. Among these are the local ACFO organization, the counterpart of the Halifax-Dartmouth committee of the **Fédération acadienne de la Nouvelle-Écosse**.

The special projects are funds obtained from Employment and Immigration

Canada for job development programmes. Self-generated funds are the result of the sale of advertising space in the bulletin and other publications.

Table 2

SUMMARY OF REVENUE - COFTM

	1988	1987	1986
Province of Ontario	80,365.	36,849.	55,231.
Gov. of Canada (S.O.S.)	103,000.	117,600.	108,000.
City of Toronto	21,368.	24,810.	11,000.
Special projects	312,136.	91,748.	16,930.
United Way	16,584.	15,795.	18,900.
Self-generated	231,566.	196,271.	213,190.
Total	765,019.	483,073.	423,251.

Programmes

The main programmes offered by **COFTM** are essentially services provided to the other member organizations, job training and job development programmes, an information bulletin, a directory of French-language services and companies, and the coordination of technical aspects of events organized by other groups. Presently, cultural programming is limited to social events, summer camps for children, and a number of arts and crafts courses. The management has indicated that the objectives are changing and that future developments will place more importance on cultural events involving the performing arts.

2. FRENCH LANGUAGE EDUCATION IN ONTARIO

The Education Act, 1974 (Ontario) as amended by Bill 82 in 1980, sets out in detail the educational system of the Province of Ontario, a system which is based on the separation of schools into public schools and separate school (Catholic and Protestant). The present study is concerned only with the most relevant details relating to French-language instruction.

In 1986 the Government of Ontario amended the Education Act and the Municipality of Metropolitan Toronto Act by enacting Bill 75, Part XI of which defines a "French-language instructional unit" as a class, group of classes or school in which French is the language of instruction, excluding a class, group of classes or school established as French Immersion, i.e. French-language instruction for English-speaking students. A French-speaking person is defined as the child of a person who has the right to have his or her children receive their primary and secondary-school instruction in the French language in Ontario. All school boards which do not operate French-language instructional units must, subject to certain conditions, establish a French-language Advisory Committee. The chairperson of the Advisory Committee has the right to attend board meetings like any other member of the board, to participate in the discussion of any matter that comes within the jurisdiction of the Committee, and to present recommendations, subject however to the same rules of confidentiality binding other members of the board. The Act also provides for the creation of the English-language equivalent of the Advisory Board where English-language groups are in the minority.

Part XI-A of Bill 75 relates to the control of French-language instruction in the Metropolitan Toronto and Windsor areas: every board that operates a French-language instructional unit must set up a French-language section of the board. Special provisions govern the number and election of the members of this section of the board, which members are responsible for the French-language instructional units of the board. The law also establishes eligibility criteria for board members (French-language section) and who may elect them.

Bill 75 defines as follows the matters which come within the exclusive jurisdiction of the French-language section of a board:

1) "the planning and establishment of French-language instructional units, including the preparation and submission of capital expenditure forecasts in respect of such units to the board for submission to the Ministry;

2) the administration and the closing of French-language instructional units;

3) admissions committees;

4) the planning, establishment, implementation and maintenance of programs and courses for pupils enrolled in a French-language instructional unit;

5) the recruitment and assignment of teachers and administrative and supervisory personnel for French-language instructional units;

6) entering into agreements under s. 159 (provision of accommodation or services to another board; under s. 161 (furnishing or obtaining education for pupils); under s. 162 (public and separate school boards); under s. 163 (furnishing or obtaining secondary school education for pupils) or under s. 165a (adult basic education) in respect of pupils in French-language instructional units."

The French-language section of the board has no jurisdiction over matters not relating to French-language instructional units except for the hiring of the Director of Education (Superintendent) which is within the powers of all members of the board. In effect the French-language section of the board acts as quasi-independent school board within the same geographic area.

In 1988 Ontario enacted Bill 109 providing for the establishment of a French-language school board for the Regional Municipality of Ottawa-Carleton and eleven (11) surrounding cities and townships. The school board is a body corporate incorporated on or after January 1, 1989 for French-speaking persons, being anyone who has the right under subsection 23(1) or 23(2) (without regard to subsection 23(3)) of the **Canadian Charter of Rights and Freedoms** to have his or her children receive their primary and secondary-school instruction in the French language in Ontario. Bill 109 adopts the same two structures, public and separate catholic schools, provided by the Education Act, but joins these two structures under one school board. Therefore, any child who is a French-speaking person and who qualifies as a resident pupil of an elementary school operated by a public board is entitled to be a pupil in such an elementary school operated by the board. Alternatively, any person is entitled to be a pupil in a school operated by the Roman Catholic sector if he or she is a resident pupil of

an elementary school operated by a separate board and is the child of a French-speaking person.

As the Education Act determines a person's denominational identity for electoral and school tax purposes, Bill 109 establishes how the transfer will be made from the existing structure to the new French-language school board. It also indicates how buildings and assets are to be transferred to the French-language board. Moreover, Part XIII of the Bill deals with the transfer of employees in a manner which is respectful of the persons involved and which will allow the new structure, as well as the modified school board, to continue their operations in a harmonious way.

Bill 109 therefore effects the changeover from a system created along religious denominational lines, extant since Confederation, to one created along linguistic lines. The Quebec government adopted similar legislation in December of 1988. Both the Ontario and the Quebec Acts affect certain geographic areas which do not fall under the provisions of the Constitution Act, 1867 (BNA Act) relating to denominational schools.

While in the Province of Quebec provincial financing of school boards has been identical for both Catholic and Protestant systems, traditionally the Province of Ontario has always financially favoured the public school system. As most French-Canadians in Ontario are Catholic, the large majority of separate schools were French-language schools. Studies undertaken by Churchill et al. (1979 and 1985) clearly demonstrate that the funding policies of the Province have created two different standards of quality. Ontario has recently begun to provide additional funding for the separate schools, as financial and qualitative inequality becomes more apparent.

Although modifications have been and are still being made to the educational system in Ontario, recent studies have shown that the system does not satisfy the needs of the French-speaking population. One of the major problems encountered is the mixed-setting school, a problem which is aggravated at the high school level. Although in 1979 attempts were made

by the Minister of Education to encourage school boards to create French-language units, some school boards continue to promote the mixed-setting situation. One of the most serious consequences of this, according to the 1985 study conducted by Churchill, is the steady assimilation of Francophone students in all areas of the province. In areas which are not directly adjacent to Quebec, the problem is such that the present generation of bilingual French-speaking Franco-Ontarians may very well be the last. The authors conclude that only total "Français" schools and programmes are susceptible of reversing the present trend and maintaining bilingualism for the next generations of adults. They recommend that Francophone schools should act as community centres and play their part in the promotion and maintenance of bilingualism and the French culture among the population. Some of the tools suggested to this effect are social programmes, day-care centres, library facilities, continuing education and cultural activities.

The 1985 study conducted by Churchill et al. discusses at length the myth that mixed-setting schools promote bilingualism. This issue is also examined in the study conducted by Foidart et al. on types of programmes (50% English - 50% French) and settings. There is no doubt that mixed-setting schools do not produce the desired results, i.e. bilingualism. They produce Francophone students whose primary language is English and who experience difficulties in the use of French. They do not, however, produce Anglophone students with a mastery of the French language.

Porter and Blishen come to the following conclusion regarding Francophone students in English schools:

> "The Francophones in the English schools are constantly aware of their minority status, feel inadequate compared to their English-speaking peers, have a low academic self-concept and do not feel themselves capable of doing university work. The Francophones in the French-language schools, on the other hand, can forget about their minority status in the province, since it does not infringe on the classroom (p.269)."

Therefore, in addition to producing an academic track record which does not reflect intellectual capacity, the setting can also directly influence the university-level enrollment of Francophone students according to Porter and Blishen.

The 1979 study conducted by Churchill et al. shows that a mixed-school setting operating at the high-school level invariably produces programmes in which very few courses are offered in French. Mathematics, Physics, Biology, Chemistry and other science courses are rarely, if ever, offered in French. Furthermore, because of the non-availability of courses on the one hand, and peer-group pressure on the other, Francophone students take fewer and fewer courses in French the closer they get to grade 13 in Ontario.

The 1985 study by Churchill et al. also deals with the question of integration of French Immersion and Francophone students at the high school level. While this kind of setting affords definite advantages for French Immersion students because it allows them to improve their mastery of French, it is generally rejected by Francophones. The reasons for this are not always clear to Anglophones for whom this type of arrangement makes eminent sense. For example, Haché (1976) quotes some of the advantages mentioned by the English-speaking population before the creation of l'École Etienne Brulé in the Toronto area:

a) increasing the number of students enrolled in the school, thereby increasing the options for high school students.

b) the enrolment of the best French Immersion students would incite Francophone students to achieve better results.

Haché points out that certain misconceptions underlie such reasoning. It is generally not realized that the presence of French Immersion students will serve only to increase the predominance of the English language outside the classroom. Since the object of setting up a "Français" school is to create a French cultural environment, the mixing of French and English-language students is a counter-productive measure. The introduc-

tion of French Immersion students does not allow the maximum degree of French cultural content in the programmes offered in the school. In addition, the administration is no longer capable of operating entirely in French as communication with the parents of French Immersion students will, in all likelihood, have to take place in English. The author points out that Francophone students in such a setting end up developing the same kind of negative feelings that Porter and Blishen describe in those students learning in a mixed-setting environment. As a result, few of the objectives which governed the creation of French language instructional units at the outset are in fact attained.

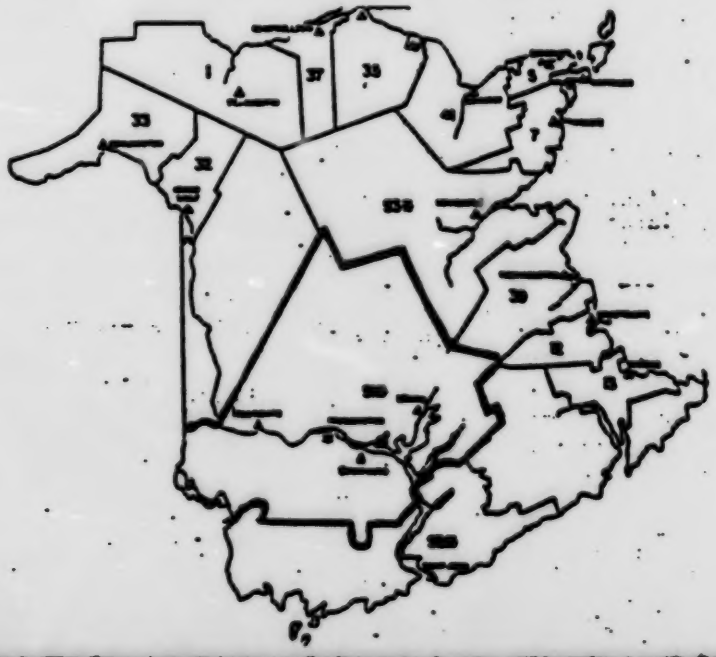
Although certain admissions committees approve the integration of French Immersion students into French-language instructional units, the 1985 study conducted by Churchill et al. suggests that programmes designed for French schools should not cater to the specific needs of French Immersion students. The study recommends that the Ontario Department of Education adopt strict guidelines for the benefit of school boards. It also recommends that those children who come under the language provisions of the **Canadian Charter of Rights and Freedoms**, whose knowledge of French is insufficient, but who wish to enrol in French language instructional units, should be given special French-language courses before being allowed into such units. According to the study, the admission of French Immersion students to French language instructional units should not be allowed without the specific approval of the Department of Education. Furthermore, periodic assessments should be conducted to ensure that the integration of the two streams does not hinder the cultural, linguistic and academic development of the Francophone students.

C. NEW BRUNSWICK: FREDERICTON

The Province of New Brunswick has established school districts along linguistic lines, with the result that one or more boards can be set up in the same geographic area. In the following sections, we will be describing School District No. 51 and the Centre Communautaire Sainte-Anne in Fredericton. Each is a legal entity pursuing different objectives for the French-speaking population.

1. School District No. 51

School District No. 51 serves the entire French-speaking population in the geographic area designated on the following map. Initially, the School Board consisted of one (1) school but has since developed services in three (3) other buildings. One is in the Oromocto area and serves primarily the Canadian Forces Base personnel. Primary-school programmes are offered in Minto and Mackavic, and were developed in order to grant access to young children for whom the travel time would have been too lengthy. The School Board offered programmes in only one school from 1978 to 1983: however, enrollments in grades I through XII have now increased from 392 students in 1978 to 780 students in 1987. Because existing facilities at the Centre Communautaire Sainte-Anne are presently inadequate to accommodate the demand, further construction has been approved.



Nine (9) Trustees are elected by the French-speaking community at a special meeting convened for this purpose. The Trustees appoint a Superintendent who is responsible for the operation of the schools in the District. Head office staff for the School District consists of the Superintendent, a pedagogical consultant, an administrative (financial) assistant, and secretarial staff.

Each of the four (4) schools has a principal who may or may not teach, depending on the number of students and classes in the school. The school staff (especially teachers) are hired by the School Board and must adhere to the philosophy, objectives and linguistic policy adopted by the Board.

Specialty services may be obtained by contract on an individual, part-time basis or from the adjoining school boards (i.e. psychologist, speech and hearing clinician, etc.)

Since School District No. 51 covers an area also served by five (5) English-language school districts, transportation of students is organized with the cooperation of one or more of these districts. Special arrangements are made to ensure that students obtain the same quality of service as students belonging to the surrounding English-language school districts. French-speaking students do not travel for longer periods of time than would an English-speaking child at the same grade level. The specialty services, such as psychologist, guidance counselor, speech and hearing clinician, are also available to these students and alloted time is proportional to the number of students.

One area of concern is the number of options that can be offered at the high school level, and more particularly in grades X through XII inclusively. Few optional courses can be offered at this level, but District School Board No. 51 offers the required courses and options which seem to satisfy the needs of the student population. Some facilities are not available at the junior high level (i.e. special shop programmes) and students have to be bussed to a nearby English-language school where facilities are used according to a pre-arranged schedule. Although there have been some

problems, these have been worked out by the teachers and the administration.

Linguistic Policy

The schools in the District are institutions that the French-speaking community has established to promote and develop its language, values and culture. Therefore, there is a close relationship between the schools, family groups, French-language associations and other cultural, social and community organizations, and all work together to attain these goals. The School District is aiming to provide, by all available means, both an education based on the curriculum prescribed by the Department of Education for French-language schools in the province, and an ambience where the French language and culture can be developed.

School District No. 51 is specifically at the service of the French-speaking population. Any student who has a sufficient command of the French language, i.e. basic command and sufficient vocabulary to understand basic directives, has the right to attend a school in the District.

For students entering grade I (there is no public kindergarten in New-Brunswick), the School Board requires:

a) that the student be able to communicate adequately in French;

b) that the student, when evaluated for the educational prerequisite also be tested for command of the French language;

c) that the child who, during the initial evaluation, did not show sufficient command of the French language, submit to a formal test before the start of the school year;

d) that the decision following this test be final;

e) that parents accept that all communication with the school be in French, including parent-teacher meetings and case conferences.

For students at other levels, the School Board requires:

a) that the student be able to communicate adequately in French;

b) that an evaluation of oral and written skills in French be administered before the student is accepted;

c) that parents accept that all communication with the school be in French, including parent-teacher meetings and case conferences.

The School District will make an exception to these basic requirements in the case of students who have no command of the English or the French languages.

2. Le Centre communautaire Sainte-Anne

Le Centre communautaire Sainte-Anne is a crown corporation that was incorporated in 1977 and whose board of directors is appointed by the Lieutenant-Governor in Council in the following manner:

a) three (3) persons appointed by the Premier;

b) one (1) person appointed by the Minister of Supply and Services;

c) one (1) person appointed by the School Board (School District No. 51);

d) four (4) persons representing the French-speaking community of Fredericton chosen from among persons nominated by French-speaking associations of the City of Fredericton.

The board of directors elects its officers following the appointments made by the Lieutenant-Governor in Council.

Each member of the board holds office for a period of three (3) years or until a successor is appointed. Members may be reappointed for one or more terms. Replacement procedures for members whose mandates terminate are provided for by law.

The board appoints a chairperson and a vice-chairperson from among its members. Members are not remunerated but may be reimbursed for expenses incurred by them in the exercise of their functions. A majority of the

members constitute the quorum. The board may make rules governing its own procedures.

The objects of the Corporation are:

a) to provide, on land and in buildings and structures

(i) educational facilities allowing the School Board to offer the regular school curriculum in the French language in accordance with the Schools Act; and

(ii) community facilities operated by the board;

b) to plan, develop, administer and coordinate community development programmes for the French-language community residing within School District No. 51;

c) to facilitate the organization of French-language cultural events and other community activities taking place primarily in French, by offering assistance with development, promotion and technical support;

d) to provide facilities for the purposes of carrying out the objects referred to in paragraphs b) and c);

e) to administer grants and funds from various sources, including revenue generated by the Corporation;

f) to provide facilities for a language school operated by the Province.

The board may employ such persons as are necessary to carry out the objects of the Corporation and fix the salary and the terms and conditions of employment of its employees.

All real property acquired by the Corporation is the property of Her Majesty in right of the Province of New Brunswick. Personal property acquired by the Corporation is also the property of Her Majesty but may be held in the name of the Corporation. The Corporation may not transfer,

convey or otherwise dispose of real property except with the written approval of the Lieutenant-Governor in Council.

Administrative and Physical Structures

The board has two (2) committees: the Programme Committee and the Management Committee (see Chart 4). The General Manager (Directeur général) has adopted a new management structure which provides for three (3) managers, each dealing with a specific area. The Programme Manager (Direction à la programmation) is responsible for all cultural and educational programmes. The Operations Manager (Direction technique) is responsible for the services related to the function of the building. The Functions Manager (Direction à la gestion) is responsible for the restaurant and all special events held in the Centre. The Centre employs eleven (11) full-time persons for the management of the building and the programmes.

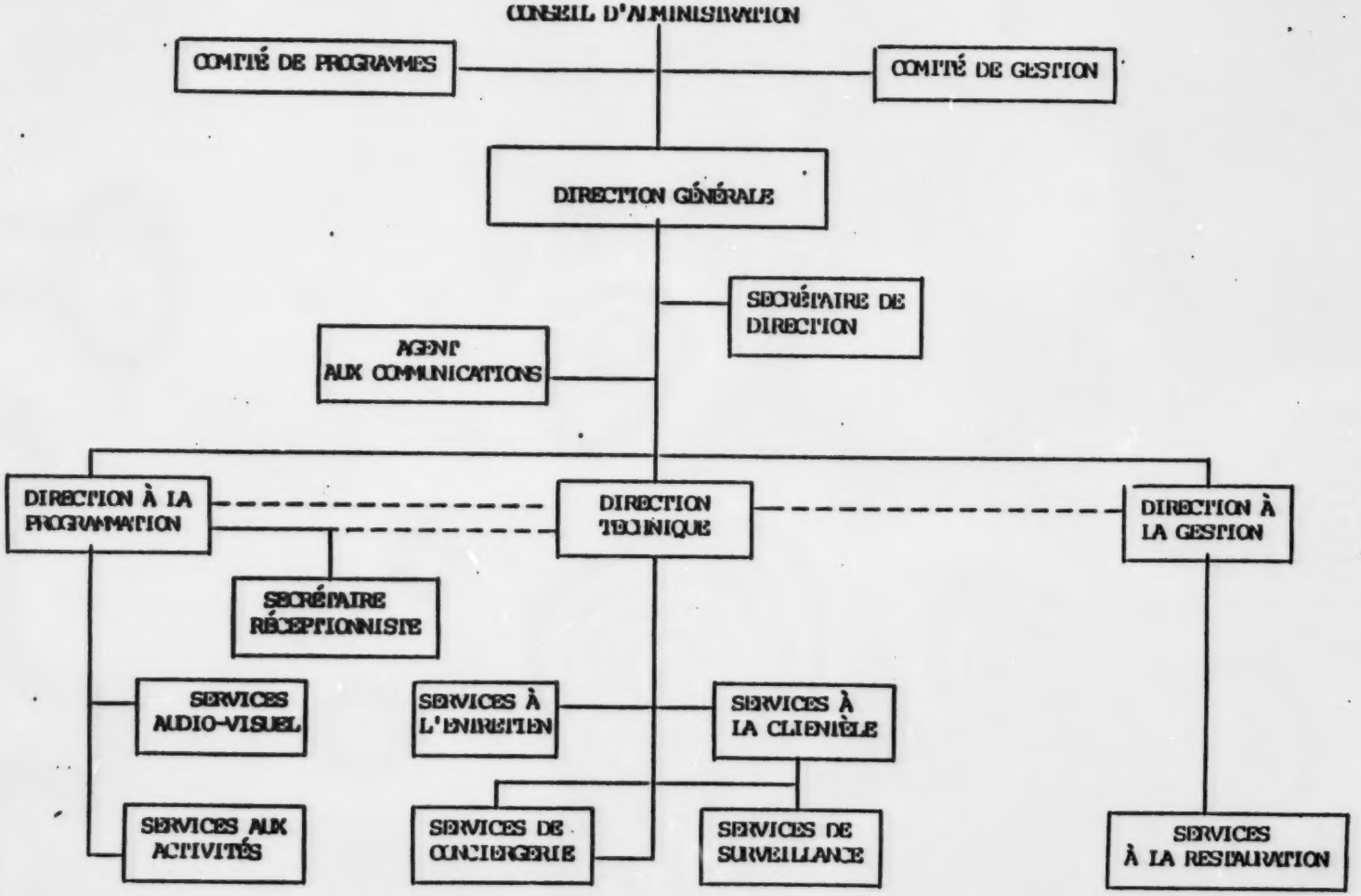
The present structure has been modified from the one initially developed in 1977. The separation of the Corporation from the Cercle français, the major community organization, had created certain problems. The Centre was required to manage its budgets and building in the most profitable way possible. This did not necessarily correspond to the needs of the community. According to the administrators, owing to the integration of the Centre with community organizations in April 1987, a greater harmony has been established and the cultural objectives of the Centre and of the community are converging.

The Centre rents space to the School District No. 51 on the basis of prices negotiated by the Department of Education. Other residents of the Centre include a Caisse populaire (Credit Union), a kindergarten, a nursery, a day-care centre, a Regional Library (Bibliothèque Dr. Marguerite Michaud), the local Catholic parish (Sainte-Anne-des-Pays-Bas), Le Cercle français de Fredericton, a Scout camp located on the grounds, and a private company which operates the cafeteria.

The Centre covers an area of approximately 100,000 square feet. As indicated previously, present space occupied by the school is inadequate

Chart 4

Centre communautaire Sainte-Anne - Fredericton



le 12 septembre 1988

and the construction of additional classroom space has been undertaken. The library, which is part of the York County Regional Library, serves both the school and the community. The gym includes two (2) squash courts. A theatre with a seating capacity of 420 is used primarily for cultural events, movies or public meetings. The cafeteria and the gym can be converted into a banquet hall or a hall for social events and gatherings.

The grounds include the traditional playground, a soccer field, a softball diamond and two (2) tennis courts. The Scout camp is also situated in a corner of the grounds.

Financial Arrangements

The reader is advised that the summary of sources of revenue and the financial statements of the Centre Communautaire Sainte-Anne do not reflect financial input from the Federal Government. This may seem surprising in view of the fact that programmes offered by the Centre are normally financed by the Secretary of State. However, the financial data presented in this summary of sources of revenue (see Table 3) does not include sums received by the Cercle français, the main cultural spokesman and coordinator in the area. Since consolidation of the Centre and the Cercle in April 1987, the administrators feel that the two now have a greater thrust and a more positive impact on the community.

Approximately 55% of the revenue is in the form of provincial grants. The largest percentage of revenue from rentals comes from the School Board No. 51. Other revenue comes from operation of the bar, profit from social

Table 3

SUMMARY OF REVENUE - SAINTE-ANNE

	1987	1986	1985
Prov. of New Brunswick	360,600.	356,800.	368,100.
Rental	251,563.	243,285.	273,345.
Other	47,009	41,455.	30,317.
Total	659,262.	641,540.	671,762.

activities and interest on term deposits. The revenue reflects sources of income relating mostly to the management of the building rather than the programmes offered.

Programmes

The major contribution of the Centre is assistance and coordination services offered to community groups involved in developing and expressing the Acadian and French cultures. (Although both cultures have a common linguistic denominator, i.e. the French language, they are distinct cultures). The services provided to the community include the reservation and the preparation of rooms, the cafeteria, reservation and maintenance of the Richelieu Club van, community information services, financial assistance to community programmes, technical services for social and cultural events, post office box service to French-speaking volunteer organizations and seat reservations at shows.

The Centre also has a welcome service for newcomers in the Fredericton area and acts as a continuing-education facility for community college or university courses given in French.

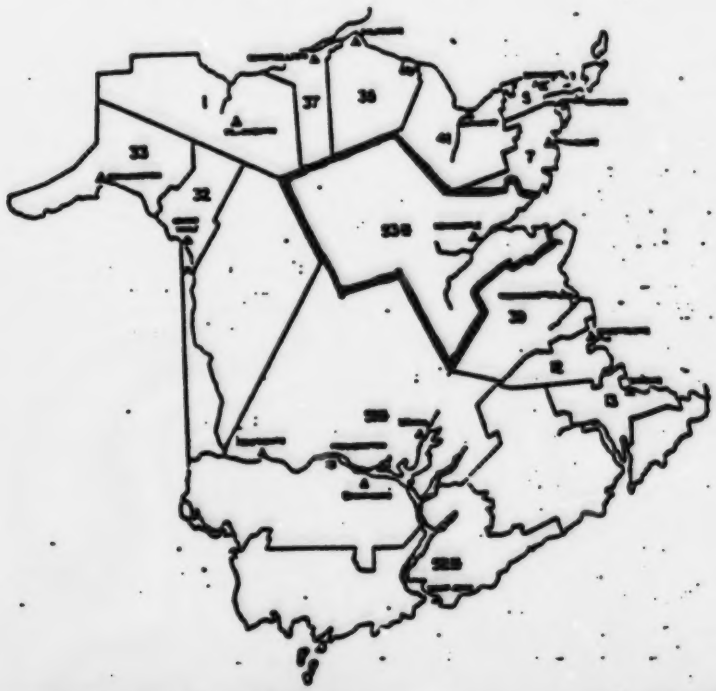
Various concerts and other productions were presented in the facilities and these were sponsored by other community organizations. These include theatre productions, performing artists, choirs, etc. Because of its facilities, the Centre is host to cultural events in New Brunswick, Quebec and other provinces. These tours include such events as Publishing Companies (books and records for all ages), artists exhibiting in the art gallery, performing arts, theatre groups with shows for different age groups, etc.

D. NEW BRUNSWICK: CHATHAM-MIRAMICHI

School District No. 53 (Conseil scolaire Boishébert) is a French-language school district covering a geographic area also served by two (2) English-language school districts (Chatham No. 10 and Newcastle No. 8). In the following section, the School District operations will only be briefly described as similar operations have already been described in the previous section dealing with School District No. 51. The school and the School District offices are located in Carrefour Beausoleil, a centre from which they rent space. The legal status and administrative structure of the community centre, however, will be described in greater detail. Information on the financial arrangements and programmes offered in the community portion of the centre will also be presented.

1. SCHOOL DISTRICT No. 53

School District No. 53 serves the entire French-speaking population in the geographic area shown on the following map. The School District consists of one (1) school located in Newcastle. It serves the local population as well as the Canadian Armed Forces Bases (Chatham and St. Margaret) and a new group of Federal civil servants who have arrived with the opening of the Federal penitentiary at Renous.



The school was originally designed for 300 students - the estimated total student population in 1995, i.e. ten (10) years after the opening of the school. However, there are already 300 students enrolled in the school, three (3) years after it was opened.

Nine (9) Trustees, who also form the board of directors of the Centre, are elected by the French-speaking population. One (1) trustee is named by the Department of Education to represent the Canadian Armed Forces Bases. The Superintendent is hired by the Trustees (see chart 5 on the following page). As will be seen in the section dealing with financial arrangements, the Superintendent spends only half his time managing the School District. The other half is devoted to the management of the Centre. Administrative and professional staff are directly responsible to the Superintendent's office.

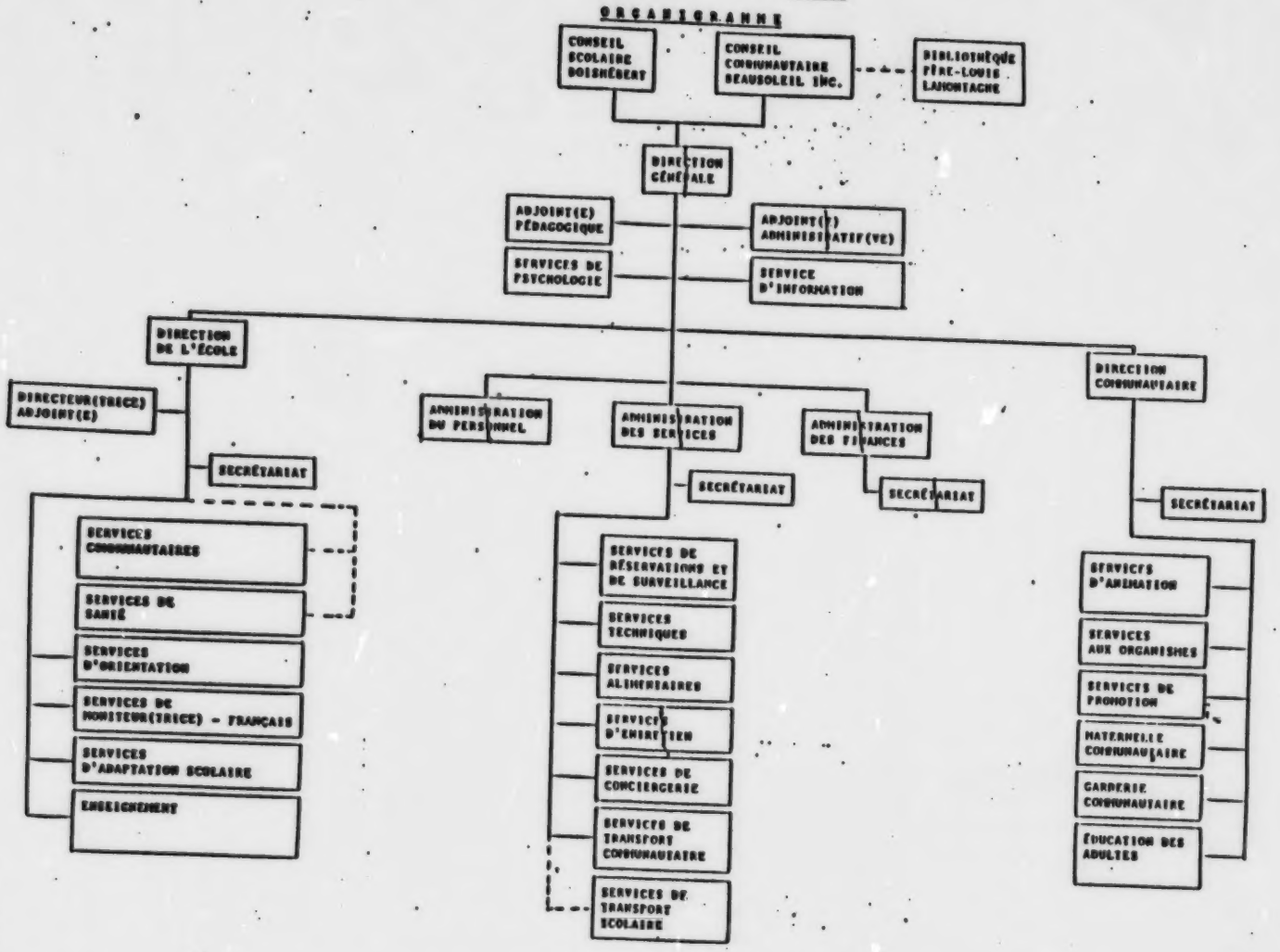
A principal is responsible for the administration of the school and answers to the Superintendent. All teachers and auxiliary service personnel in the school are under the authority of the principal.

The school offers a complete programme from grades I through XII. Initially the total French-speaking population was estimated at 2,000 people, or approximately 5% of the local population. Local administrators now believe that the potential French-speaking group may be closer to 4,000 persons and efforts are made to establish closer links with the target group.

Linguistic Policy

As described in the previous section, the linguistic policy adopted by French-speaking school districts in New Brunswick define schools as institutions that the French-speaking community has established to promote and develop its language, values and culture. The school districts are aiming to provide an education based on the curriculum prescribed by the Department of Education for French-language schools in the province.

Chart 5


ORGANIGRAMME
CONSEIL SCOLAIRE BOISNÉBERT
CONSEIL COMMUNAUTAIRE BEAUSOLEIL INC.
BIBLIOTHÈQUE PÈRE-LOUIS LAJOINTACHE
DIRECTION GÉNÉRALE
ADJOINT(E) PÉDAGOGIQUE
ADJOINT(E) ADMINISTRATIF(VE)
SERVICES DE PSYCHOLOGIE
SERVICE D'INFORMATION
DIRECTION DE L'ÉCOLE
DIRECTEUR(TRICE) ADJOINT(E)
SECRÉTARIAT
SERVICES COMMUNAUTAIRES
SERVICES DE SANTÉ
SERVICES D'ORIENTATION
SERVICES DE MONITEUR(TRICE) - FRANÇAIS
SERVICES D'ADAPTATION SCOLAIRE
ENSEIGNEMENT
ADMINISTRATION DU PERSONNEL
ADMINISTRATION DES SERVICES
SECRÉTARIAT
SERVICES DE RÉSERVATIONS ET DE SURVEILLANCE
SERVICES TECHNIQUES
SERVICES ALIMENTAIRES
SERVICES D'ENTRETIEN
SERVICES DE CONCIERGERIE
SERVICES DE TRANSPORT COMMUNAUTAIRE
SERVICES DE TRANSPORT SCOLAIRE
ADMINISTRATION DES FINANCES
SECRÉTARIAT
DIRECTION COMMUNAUTAIRE
SECRÉTARIAT
SERVICES D'ANIMATION
SERVICES AUX ORGANISMES
SERVICES DE PROMOTION
MATERNELLE COMMUNAUTAIRE
GARDERIE COMMUNAUTAIRE
ÉDUCATION DES ADULTES

The School District is aware that many students must acquire a better working knowledge of French before starting grade I. As there is no public kindergarten programme in New Brunswick, the Community portion of the school has developed a programme called "refrancisation", aimed at teaching children in the area to speak French again.

As with School District No. 51, schoolchildren entering grade I must be able to communicate adequately in French. Tests are used to evaluate educational prerequisites concerning command of the French language. Parents must accept that all communication with the school is to be conducted in French.

Financing of the School District and its operations follows the same rules and procedures as for other schools and school districts in New Brunswick.

2. CARREFOUR BEAUSOLEIL

Legal status

The Conseil communautaire Beausoleil Inc. ("Carrefour Beausoleil") is a corporation without share capital, created by letters patent under Part I of the New Brunswick Companies Act, and subject to the following provisions:

(a) Upon winding up or dissolution of the organization, all remaining assets after payment of its debts and liabilities will be distributed to one or several charitable organizations in Canada.

(b) The signataries of the Memorandum of Agreement of the Corporation are the first and provisional directors of the Corporation, and the Corporation will be comprised of such founding members and all other members duly elected as members of the Corporation under the by-laws, rules and regulations in effect.

(c) The interest of a member of the Corporation cannot be assigned and will cease to exist upon the death of such member or upon his ceasing to be a member under the by-

laws, rules and regulations in effect. The directors of the Corporation will form the Board of Directors of the Corporation.

(d) The Corporation will be without share capital and will not issue any share certificates, but the Corporation may acquire real estate and chattels not exceeding $ 500,000 in value.

(e) The head office of the Corporation is in the City of Newcastle, County of Northumberland, Province of New Brunswick.

The objects of the Corporation are:

(1) to ensure the survival and influence of French culture in the Miramichi region;

(2) to improve, by all legitimate means, the moral and material situation of the French-speaking population in the Miramichi region;

(3) to maintain the closest possible relationship with similar groups;

(4) to organize recreational, education and cultural programmes for its members and the French-speaking community of Miramichi;

(5) to purchase, lease or exchange, rent or otherwise acquire and hold, sell and, subject to s. 81 of the Companies Act, mortgage, assign or otherwise dispose of real and personal property and of rights and privileges which the Corporation may deem necessary or appropriate for its purposes and, more particularly, land, buildings, easements and machinery;

(6) to exercise all the rights and powers of a Corporation under the Companies Act for the purposes of attaining, fully or partially, its presents objects and, without limitation, to exercise the rights and powers conferred by ss. 18(2) (a) to (j) inclusively, subject to the provisions of such sections.

Administrative and physical structures

As indicated previously, Carrefour Beausoleil is a corporation without

share capital whose board of directors is elected by the population. The directors are also the School Trustees for School District No. 53.

Carrefour Beausoleil has developed an extensive community based administrative structure. Chart 6 on the following page shows that the board has created six (6) committees, namely: Art gallery, Cultural, Social, Historical, Pre-School and Library. These committees act in a consultative capacity to the Board.

The General manager (Direction générale) has set up a Management Committee comprised of the school principal, the manager of Carrefour Beausoleil, Finance, Services, and Personnel. The Management Committee meets regularly on a weekly basis to ensure coordination of activities and objectives.

Carrefour Beausoleil has a full-time manager who meets regularly with a committee representing community organizations to establish their needs. Such organizations include groups representing senior citizens, women, teachers, student bodies, boy scouts, girl guides, 4-h clubs, local parishes, sport clubs, and the regional library. The administrators indicated that this structure was necessary to encourage community participation and development, and to ensure that the needs of the population and of organized groups and services were satisfied.

The building covers approximately 100,000 square feet (see corresponding number on chart 7) including a 367-seat theatre (68); a foyer (94) adjoining the cafeteria (93) which is used for various social events; a library (34); an art gallery (37); conference rooms (48 and 49); day-care facilities (53); facilities for student and youth groups (58); and for the parish (45). Numbers preceded by the letter "I" are facilities used during the day by the school.

Financial Arrangements

This section deals briefly with the apportionment of expenditures between

Chart 6

CARREFOUR BEAUSOLEIL

DÉVELOPPEMENT COMMUNAUTAIRE

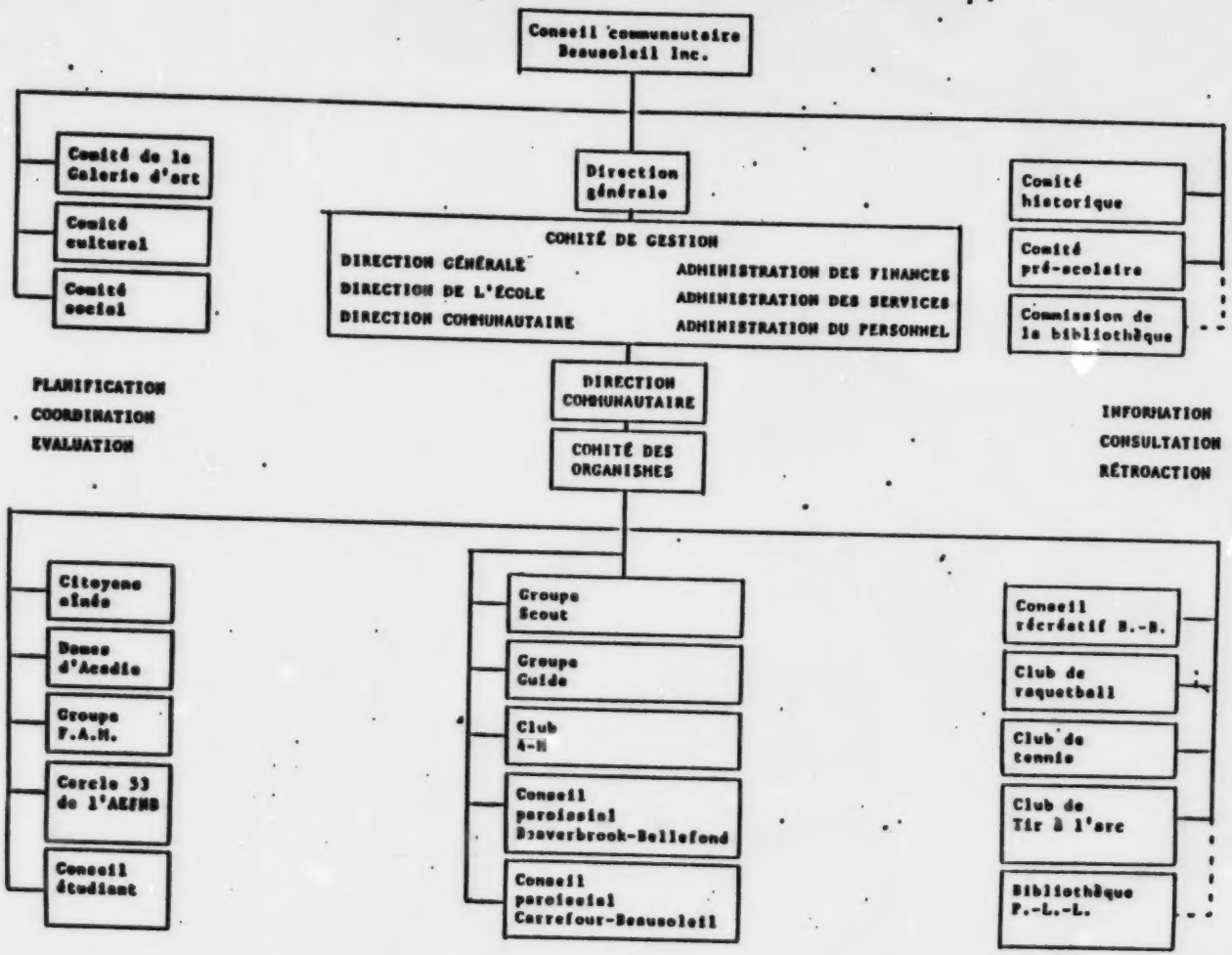
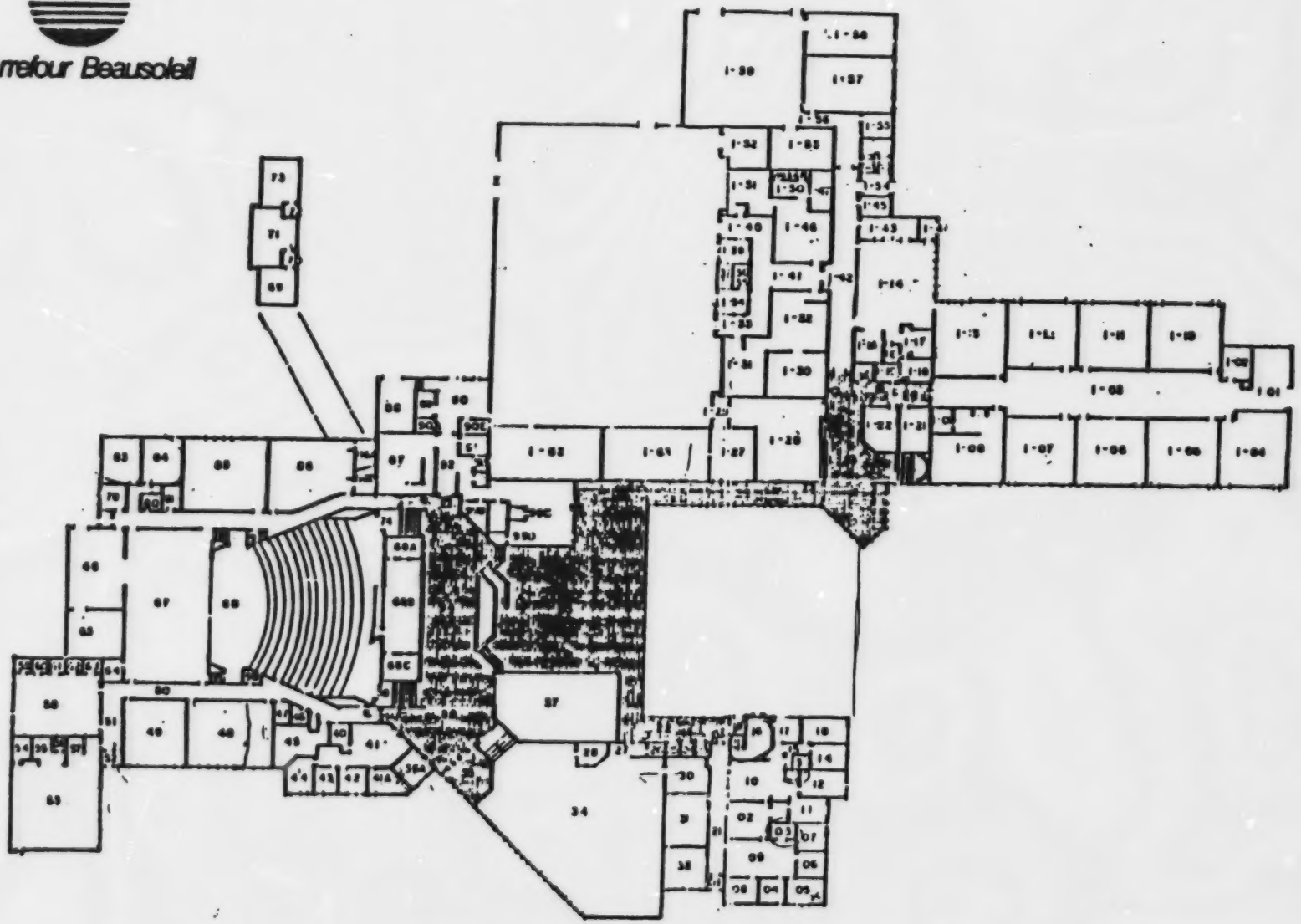


Chart 7

Carrefour Beausoleil



the School Board and Carrefour Beausoleil. Sources of revenue are presented according to the major contributors.

The salaries of the General Manager and the office staff are shared equally by the School District and Carrefour Beausoleil. Except for telephone service fees which are shared equally (50%) by both entities, 75% of maintenance and services are borne by the school. Travel costs as well as the cost of equipment and furniture are borne by the entity incurring such costs. Net rental revenues (profits after costs are deducted according to the previous method) are distributed on a 50% basis to each of the school and Carrefour Beausoleil.

Library expenditures are attributable on a different basis. Salaries for the librarian and the assistant librarian are paid by the school (50%) and the Regional Library (50%). Administrative costs, furniture and equipment and janitorial services are shared equally by the school and Carrefour Beausoleil. (See appendix for Agreement entered into by the York Regional Library Board, the Boishébert School Board, and the Beausoleil Community Board respecting library services in the Carrefour).

The major source of funding is the provincial government. Monies are primarily used for salaries and for the operation of the building. The following table (Table 4) indicates that more than 50% of the revenue is provided by the Province, and that the Secretary of State makes a financial contribution to the various programmes offered by Carrefour Beausoleil. Since the Carrefour started its operations during the 1985-1986 fiscal

Table 4

SUMMARY OF REVENUE - BEAUSOLEIL

	1988	1987	1986
Province of New Brunswick	322,111.	253,677.	121,228.
Gov. of Canada (S.O.S.)	82,500.	82,500.	82,500.
Other grants	3,478.	7,109.	00.
Self-generated	184,594.	111,148.	15,054.
Total	592,683.	454,434.	218,782.

year, self-generated revenue has increased substantially. The main sources of revenue are the cafeteria, the bar, and the printing services, which have shown a profit over the last year.

Programmes

Carrefour Beausoleil has its own programmes, aimed first and foremost at pre-school groups who occupy either the day-care centre or the kindergarten.

Pre-school children who have at least one French-speaking parent are eligible for day-care services. The primary objectives of the day-care centre are development of the child as well as development of French-language skills. Children are accepted on a full-time or part-time basis, and the fee structure is competitive with average fees charged by private day-care centres. Day-care is also available for schoolchildren after regular classroom hours.

Kindergarten and pre-kindergarten programmes stress French-language skills to enable the child to meet the eligibility requirements of the regular school programme. A "refrancisation" programme (teaching the children to speak French again) is offered, and financial assistance is provided by the Secretary of State for Canada. All major child development objectives form an integral part of the French-language programme. As with the day-care centre, at least one parent must be able to communicate in French. Children must be 5 years old before December 31 for the kindergarten, and 4 years old before December 31 for pre-kindergarten. The kindergarten programme is offered two (2) days a week (9 am to 2 pm) whereas the pre-kindergarten programme is offered once a week.

Transportation services are provided by Carrefour Beausoleil at cost. A van belonging to the Carrefour is used for daily transportation of pre-school children.

Carrefour Beausoleil has also developed programmes in visual arts, music, theatre, film-clubs, and youth and community information.

The Carrefour also houses community groups which are considered to be members of the Carrefour. It also provides services requested for social, cultural, artistic or other events organized by community groups which are independent from the Carrefour.

Comments made by the administrators dealt with problems encountered as a result of the building's having been designed primarily for school functions as opposed to community activities. While the prop rooms behind the theatre stage are an excellent idea, changing rooms (63 and 64) for the performers are too small and have no water facilities. Administration offices (General manager and personnel) and the school principal's offices are isolated from the student body and from the main entrance. The staff room (school) is already too small to accommodate existing staff. As the Superintendent has already been a director of three (3) such centres, his experience could be an invaluable source of expertise for the Department of Education of Nova Scotia and the French-language community of the Halifax-Dartmouth area.

E. NOVA SCOTIA: HANTS WEST

This section deals with the Continuing Education Division established by the Hants West District School Board. No description of the legal status of the School Board will be provided. Three (3) areas will be reviewed: the administrative structure, the financial arrangements and the programme.

Administrative structure

The School Board has created a Continuing Education Division and named a coordinator who derives his authority from the Hants West District School Board and is responsible to the Board through the Superintendent of Schools.

The Coordinator is responsible for arranging and extending learning opportunities for adults, in accordance with the regulations of the Department of Education, as set out in the Education Act of the Province of Nova Scotia.

The primary responsibilities of the Coordinator of Continuing Education are:

i) the development and implementation of academic and business programmes for which there is a demonstrated need;

ii) the implementation of programmes involving instruction of crafts, music, and special interest areas;

iii) the improvement of course content and availability by studying the practices and approaches in other areas of Canada and the United States;

iv) the liaison with principals, supervisors of curriculum and special education, and the Superintendent of maintenance with regard to the use of school facilities and school personnel;

In order to attain the educational objectives prescribed by the School Board, all nine (9) schools in the District are managed, after school hours and on weekends, by the coordinator of Continuing Education. Therefore,

after-hour and weekend use of school grounds and buildings is under the jurisdiction of the Continuing Education Division.

The Continuing Education Division is required to be financially self-sufficient. At present, administrative personnel includes, apart from the Coordinator who is a full-time School Board employee, five (5) assistant coordinators employed on a part-time basis and paid according to the level of their responsibilities. When budgets have allowed it, the Coordinator has employed an assistant at head office.

Financial structure

The Hants West School Board District has decided that the Continuing Education Programme must be self-sufficient, i.e. there must be no deficit. The Coordinator is an employee of the School District and his or her salary is paid by the Board. Funds for Continuing Education are provided by the Province of Nova Scotia. The following table (Table 0) indicates the sources of revenue for the Continuing Education Programme.

Table 5

SUMMARY OF REVENUE - HANTS WEST

	1987	1986	1985
Provincial Allocation	51,611.	51,327.	101,883
Hospitality Services	18,726.	45,806.	00.
Job Development	31,200.	00.	00.
Special Projects	20,980.	00.	00.
Adult Education Fees	37,865.	38,247.	21,808.
Rental	2,405.	2,432.	00.
Educational Reserve	2,500.	3,896.	3,896.
Accounts Receivable	00.	1,610.	00.
TOTAL	165,287.	143,318.	129,865.

The reader is advised that accounting methods used in the presentation of the financial data were not consistent from one year to the next. Provincial allocation for 1985 may therefore have been artificially increased in 1985.

The financial information indicates that the programme's popularity is increasing. Other than Provincial Allocations, the major sources of income are the Special Projects such as Hospitality Services and Job Development. The Adult Education Fees are the total registration fees for the various courses offered.

Schools have priority regarding use of their facilities after regular instruction time and on weekends. The rental of school facilities to other groups does not contribute greatly to the revenue of the Continuing Education Programme, and alcoholic beverages are not allowed on school premises.

The major expenditures, other than salaries paid to the Coordinator, assistant coordinators and the office staff, are the payment of fees to the teachers.

Programmes

The Continuing Education Division offers business education programmes, computer courses, general interest courses (art, pottery, psychology, small engine repair, woodworking, yoga, etc.). Interest for every course is gauged before the course is actually taught. If total registration fees intake is insufficient to cover costs, the course is usually not offered. Profits from courses are reinvested in materials (i.e. computers, microwave ovens, etc.) belonging to the Continuing Education Programme but also used by the school personnel.

Physical fitness classes and individual or group sports are also part of the Continuing Education Programme. These may be organized by the Programme or coordinated by local assistant coordinators.

The annual reports indicate that more than 3,000 persons participate every year in approximately 300 different programmes.

The administrators of the Programme believe that the development of the Continuing Education Programme, in its present form, appears to satisfy the needs of the population. Although minor problems arose when teachers, whose classrooms were being used, felt that their projects were being interfered with, these problems were quickly discussed and solutions found. Not only does the Continuing Education Programme maximize the use of existing facilities, it often adds to the equipment used by school children which the School District could not otherwise afford.

The approach adopted by the programme allows present physical structures to better serve the needs of the total local population.

IV - THE FRENCH-SPEAKING POPULATION AND THEIR NEEDS

1986 census figures for the geographic area targeted by the present study on the future Francophone School/Community FRANCOPHONE CULTURAL COMMUNITY CORP. ("**CENTRE**") show that there is a total population of 263,475 people in the area (see Table 6). Of these, 2.8% (7,340 people) speak French as a native language. A further 1.6% (4,105 people) identified both French and English, or French and another language as their native languages. In total 4.3% or 11,445 people are French-speaking.

Table 6

Population Distribution According to 1986 Census Figures

Census Area	Total	French	French and Engl. or other	Total French
Halifax - sub A	9,025	115	60	175
- sub B	13,220	175	95	270
- sub C	38,505	855	350	1,205
- sub D	32,255	1,010	340	1,350
- sub E	16,150	290	155	445
Bedford	8,005	135	125	260
Dartmouth	65,245	1,760	925	2,685
Halifax County	113,575	3,000	2,055	5,055
Total	263,475	7,340	4,105	11,445

The projections presented on Table 7 are conservative so as to present a more reliable picture of the potential population. These figures represent an estimate of the total number of pre-school and schoolchildren by census track. The projections are based on the total population in each age group accounted for by Statistics Canada, multiplied by the percentage of French-speaking population in the specific area. Such figures indicate that, in total, the potential population susceptible of enrolling in the

present Francophone Shannon School, and in the future Francophone School, is much greater than the actual enrollment statistics indicate.

Table 7

Pre-School and Schoolchildren by Census Track

Census Track	French only 0-4	French total 0-4	French only 5-17	French total 5-17
Halifax - sub A	9	13	24	36
- sub B	14	22	35	54
- sub C	73	102	204	288
- sub D	91	123	230	311
- sub E	27	43	53	99
Bedford	11	21	26	49
Dartmouth	125	190	305	465
Halifax County	154	266	398	690
Total	504	780	1,275	1,992

The figures on pre-school children also demonstrate that there is a considerable potential market for programmes such as "refrancisation", nursery school, or day-care.

On the basis of such data, it is crucial for the purposes of the present study and, more particularly, of the recommendations it will make, to bear in mind that the Francophone population is spread throughout the entire geographic area in question. Therefore, to satisfy the needs of that population the administrative structure of the CENTRE must not only reflect this demographic reality but also encourage and facilitate the increased participation of the target population as it becomes progressively aware of the programmes offered. Furthermore, the data suggests that it will be difficult, at the outset, to inform the inhabitants of the Halifax-Dartmouth of the existence of the CENTRE. It is therefore of the utmost impor-

tance that an adequate budget be established and that a sufficient number of employees be hired for this purpose during the first years of operation.

NEEDS OF THE POPULATION

This section on the needs of the population is based on information culled in meetings with representatives from all Francophone community groups in the area, as well as on data from long term community planning sessions and a 1988 random survey of the French-speaking population. There are four (4) main segments to this section: the first concerns cultural (and linguistic) needs; the second concerns library facilities; the third concerns French-language public education, exclusive of prekindergarten and post-secondary education; and the fourth concerns adult education.

1. Education

In regional planning sessions, representatives of the Francophone community were insistent on the fact that education, in an appropriate setting, is their first priority. They are adamant that French-language schooling provided by the Dartmouth District School Board does not satisfy their needs, and are unanimous in agreeing that only through the control of their own school can their needs be met. They do not contest the fact that their children must have a sufficient knowledge of English to be competitive on the provincial market. The students would follow the English Language Arts programme as do students in a regular English-language school. Parents want them to be fluently bilingual and to develop their own cultural identity. Francophone parent representatives in the Halifax-Dartmouth area believe that, in order to become fluently bilingual in an English-speaking environment, French must be taught at all levels to the maximum degree provided by law. To achieve this, a favourable environment, i.e. the Francophone school, must be created if the objectives of bilingualism are to be attained at all. They are also concerned that their present situation does not allow them to hire the qualified personnel they need (teachers, educational consultant, etc.) to meet the requirements of a Francophone school.

Bussing is also an area of great concern. The parents have indicated that, although the present situation is a marked improvement on the past, they are not encouraged to enroll their children in a French-language school. Parents who would like their children to attend a French-language school refuse to have their children spend long hours in buses, especially during the first few years of schooling. They expect bussing time to be reasonably equivalent to what it is for English-language schoolchildren.

Francophone parent representatives sitting on the Comité du Centre scolaire communautaire made coments on French-language programmes and materials (textbooks, manuals for teachers, etc.) provided by the Department of Education. These comments, endorsed unanimously by other members, indicate that the number of courses available for French-language high school students do not adequately meet their requirements. Parents feel the need for a greater number of French-language courses at this level, i.e. the maximum allowed by law. They feel that the present high school situation encourages students to drop out of the French-language programme. Because of the limited number of courses, students are left with the impression that French cannot be very important as neither the administrators nor the teachers seem to consider it particularly necessary after the elementary and junior high levels. Peer group pressure is also a disincentive to the preservation of cultural identity and linguistic skills.

2. Cultural needs

The main goal of the French-speaking population is to maintain its culture and language in a predominantly English-speaking environment. For the Francophone population in the Halifax-Dartmouth area, the object is to develop an infrastructure which, in terms of time and space, would allow them to speak their language and express their cultural identity.

The Francophone population maintains that in order to survive as a linguistic and cultural group it must be able to organize and participate in as many French-language activities as possible. Such activities can be

organized either for the benefit of specific groups or for the general public. What Francophones wish to emphasize by participating in such activities is that French is not merely a traditional language, but a modern, active one spoken by over 90 million people who share a common language the world over. By inviting artists of local, national or international renown, they are intent on developing a sense of belonging to the local, national and international forms of that culture. As such concerts and presentations are commonly organized for other parts of Canada, they would like the Halifax-Dartmouth area to be included in the itinerary.

As a necessary step to the promotion and preservation of its language and culture, representatives from the Francophone community have expressed the need for a physical structure to accommodate or house cultural groups and activities. These representatives feel that the future **CENTRE** will act as a focal point and stimulation for the local Francophone population.

Cultural activities such as concerts, choral groups, theatre productions and individual performing artists need an auditorium in which to perform. Such a venue can also be used for films and religious services for the community. In planning the physical structure, consideration should be given to the lighting and sound systems as well as to back stage facilities, including dressing rooms, washrooms, showers and prop rooms, storage facilities, shops, and direct access to an adequate entrance way.

Social activities such as local events, festivals, local and national holidays, such as the Fête nationale des Acadiens, would also be held in the physical structure. On a daily level, the centre could also act as a meeting place for special interest groups such as senior citizens, women's organizations, etc.

As a parallel to the normal school programme offered in the Francophone school, the community recognizes the need for programmes and facilities catering to pre-school children. French-speaking children brought up in a predominantly English-speaking environment are in greater need of program-

mes designed to develop their sense of identity to their own cultural group than are their English-language counterparts. For the purpose of such programmes, a committee has been looking at forecasts relating to enrollment figures and costs. Their analysis is based on information derived from similar projects in New Brunswick where pre-school and day-care programmes are a part of the community segment of the centre. Furniture and other equipment are included in the initial construction costs. Forecasts established by the committee indicate that such programmes could achieve full-capacity operation by the third year. These programmes include day-care as well as the "refrancisation" programme or the "programme d'accueil", as well as after-class day-care for schoolchildren in the school. It should be noted that the personnel involved in these programmes would have to be trained to meet the specific needs of this programme, including the acquisition of French linguistic skills.

The Francophone community is also very concerned about the development of its youth and has expressed the need for extracurricular programmes and activities as an extension of programmes offered in the school, including leadership sessions, the participation of teenagers in the Conseil jeunesse provincial, a student radio station promoting French artists and music, a record library where students may borrow contemporary music, and inter-provincial Acadian sports competitions.

The cultural/community organization would also be directly involved in such sporting activities. Representatives have said that sports events would not only act as a vocabulary-learning tool but also promote stronger ties among members of the community while developing physical fitness. They expect the facilities to encourage family participation and to fulfill the objectives and philosophy of the school.

The cultural/community organization would also be involved in promoting language and culture by developing means to inform the French-speaking population. The present monthly newsletter would be contined and five-year plan include a community based radio station that could be housed in the CENTRE.

3. Library facilities

There is a real need in the Acadian community for library facilities where French books, records, films and magazines are available for both adults and young children. While the library at Shannon School is adequate for school purposes, it does not satisfy the needs of the entire community.

French books for pre-school children are difficult to obtain in the Halifax-Dartmouth area. Parents would like to be able to borrow books for their pre-school children from the library located in the **CENTRE.** They would also like to have access to the French-language equivalent of books and magazines normally available in any English-language library. The availability of French-language records and video-cassettes would be an important asset for their cultural development.

4. Adult education courses

The community has also expressed the need for French-language adult education courses similar to those offered in any continuing education programme, including credit courses offered as an extension of the Université Sainte-Anne or the Collège communautaire d'Acadie. Such courses could include French-language courses designed to increase linguistic skills or computer programming, commercial, accounting, hobbies, etc.

V - OPTIONS AND RECOMMENDATIONS

This chapter is a presentation of the options and recommendations addressing the specific objectives of the study. The first section will deal with French-language education in the Halifax-Dartmouth area. We have included recommendations relating to programmes and instruction in French-as-a-first-language which, we feel, will enable the school to achieve its objectives with respect to French-language education and to fulfill the needs expressed by representatives of the parents.

The second section of this chapter will deal with recommendations concerning cultural/community activities and development. The question of the ownership of the **CENTRE** (building) will be discussed and various options will be presented.

The fourth section will deal with the administrative arrangements for the proposed Francophone School District and the Francophone Cultural/Community Corporation. Two options are discussed.

The last two sections will deal with library facilities and will present recommendations relating to the transition period which will extend until the creation of the proposed legal entities.

1) French Language Education

Given the uniqueness of the Shannon Francophone School, the Dartmouth District School Board set up a Francophone Advisory Committee whose function is to advise the Board on French-language instruction in the school. Some of its recommendations pertain to decisions incumbent upon the Dartmouth District School Board while others pertain to decisions incumbent upon the professional staff of the school. The responsibilities of the Advisory Committee have been established as follows:

1) to advise the Board on the orientation of French-language instruction;

2) to advise the Board on matters which are of major concern to parents;

3) to advise the Board on the needs and expectations of Francophone students attending the Shannon Francophone School;

4) to advise the Board on any matter referred to the Committee by the Board.

The Francophone community has expressed its appreciation of the efforts made by the Dartmouth District School Board with respect to Francophone rights. However, the community holds the view that, for all such efforts, Francophone needs and expectations cannot be fully addressed under the existing system.

Dartmouth District School Board Members were invited to discuss such issues as the future administration and governance of the **CENTRE**. Although all Board Members were invited to attend this special meeting, only four were available on such short notice. Following this meeting the Dartmouth District School Board wrote to CERECO Inc. in December, 1988 that:

> "Those present indicated that they recognized the uniqueness of the French language and culture and as such can well understand why the Francophone community would want a more direct and increased participation in the governance of their school and community centre. Even with the existing arrangement, i.e. an advisory committee to the Board, the aspirations of the Francophone community cannot be totally achieved. To this end, those present wanted to indicate that they could readily understand and would have no difficulty with the Francophone community having their own direct form of governance, be that in the form of their own school board or any other appropriate form of governance."

In formulating our recommendations, we have rejected the approach adopted by Ontario (with the exception of the Ottawa/Carleton Francophone School Board) in favour of increased decision-making control of its own education by the Francophone minority. The establishment of French-language instructional units within a school district, and the complex administrative structure which this entails, would require substantial amendments to the Education Act of Nova Scotia. Moreover, the results as witnessed by the situation in Ontario do not justify the unwieldy and costly administrative, electoral and financial structures which have been set up in the process.

The school-division educational structure established in Manitoba also creates certain problems. The continuing dissatisfaction of the Francophone minority, and the case involving governance of French-language schools presently before the Manitoba Court of Appeal, are so many indications that the approach adopted by Manitoba is not a viable, long-term solution for the development of French-language education and the French culture. One positive aspect of the present structure in Manitoba is the separation of French Immersion and "Français" schools and programmes. There is no doubt that this solution, at least, satisfies the needs of both linguistic groups.

The New Brunswick experience has been very positive in many ways. Ever since the establishment of school districts along linguistic lines, the educational system has experienced social and educational peace and progress. Cooperation between both systems has increased and has lead to a better understanding between both cultural groups.

The geographic spread of the Francophone population in the area covered by the three (3) school districts is a crucial factor in determining the type of legal and administrative structure to adopt for both the Francophone school and the cultural/community organization. The option retained must include and even promote the participation of the entire French-speaking population in the school/community **CENTRE** and eventually lead to a greater development of that population in other areas. Therefore, the recommendations we make take into account the needs of that population as well as the experiences of other Canadian provinces. They are also compatible with the laws and practices of the Province of Nova Scotia.

The recommendations are based on the following assumptions:

1) The people of Nova Scotia have elected a governing body whose mandate is to establish the best possible educational system for the general population. The general aim of public education is:

> "to provide a school environment that will enable students to develop the ability to think clearly, to communicate effectively, to make sound judgments, and to discriminate among values."

2) The Department of Education is responsible for the development of programmes best suited to the needs of the student population. To meet the needs of the Acadian population in the Province, Acadian schools were designated and specific goals set as follows:

   i) to maintain and develop the French language and Acadian culture in Nova Scotia; and

   ii) to allow Acadians in Nova Scotia the exercise of their linguistic rights.

3) School districts have been established according to geographic areas to administer the schools under their jurisdiction and the programmes which are offered should meet the needs of the student population.

4) Acadian schools must offer:

   i) from primary school through grade VI all courses in French except for English Language Arts which is offered from grades III through VI;

   ii) from grades VII through IX inclusive a <u>minimum</u> of ten (10) courses in the French language at the rate of at least three (3) courses a year.

   iii) from grades X through XII inclusive a <u>minimum</u> of eight (8) courses in the French language at the rate of at least two (2) courses a year.

5) French Immersion programmes are offered to students whose native language is <u>not</u> French and who wish to learn French as a second language. The purpose of this programme is neither to promote nor to preserve the Acadian and Francophone cultures, and students enrolled in these programmes do not intend to become a part of the Acadian community.

<u>RECOMMENDATION 1</u>

The Province of Nova Scotia should create a French-language school district catering exclusively to the needs of the Francophone population established in the Halifax-Dartmouth area, which school district will be responsible for French-language education (French-as-a-first language) from primary school through grade XII.

The following recommendation relates to the language policy which should be adopted by the School Board. As the main objective of the Francophone District School Board will be the development of French-language education and bilingualism, the following should form part of its language policy:

RECOMMENDATION 2

1) **French will be the administrative language of the school. All communication between parents and teachers or the principal should be in French. Parents shall accept that all communication with the school will be in French, including parent-teacher meetings and case conferences.**

2) **French-language classes will be conducted at all levels for the maximum instruction time. The school programme will include the regular English Language Arts course starting in Grade III.**

3) **The active promotion and preservation of the Acadian and Francophone cultures should form an integral part of the curriculum.**

4) **The school should offer the French-language equivalent of the specialized services offered by other schools throughout Nova Scotia, such as guidance counsellors, resource teachers, etc.**

Eligibility

The question of eligibility to the school under the Canadian Charter of Rights and Freedoms is being examined by the Department of the Attorney General for the Province of Nova Scotia. Consequently, it is not our intention to take a stand on that aspect of the question. Our only concern is that educational programmes and, most importantly, the educational environment should both address the wishes of the parents and reflect the inherent needs of the students.

Parents whose native language is not French but who want their children to become bilingual are motivated by the instrumental concept of language acquisition. According to this concept, introduced by Wallace E. Lambert, parents who enroll their children in second-language programmes are intent

on improving their children's career opportunities and developing a greater tolerance for other linguistic groups. Their motivation is not integrative, i.e. they are not intent on having their children integrate and fully participate in Francophone cultural groups.

As a result, French Immersion Programmes cater to the needs of parents whose native language is not French: the object is to acquire functional bilingualism without cultural integration.

Parents whose native language **is** French, however, want their children not only to become functionally bilingual but also to develop and maintain a sense of cultural identity within the educational system. Acadian schools are the only French-language framework where this can be done in Nova Scotia. Such a setting must therefore attempt to reach certain cultural objectives which correspond to the wishes of parents and the needs of students. Consequently, if a specific programme is to be successful, it is imperative not only that students should meet certain requirements but that the programme itself should be a motivating factor for parents and students alike.

Programmes and personnel

Although it was not originally planned as part of our study, we are including recommendations relating both to the Department of Education and to the professional development of teachers. We feel such recommendations are essential to the success of any educational structure involving the French language in the Province of Nova Scotia.

We do not question the quality nor the quantity of the work performed by the staff of the French Section of the Department of Education. However, we feel that if the recommended programmes are to be offered, especially at the high-school level, more staff may have to be hired as the present staff may be incapable of handling the added workload. There are as many Francophones in Nova Scotia as there are in Manitoba, and the responsibilities of the French Section of the Department of Education of Nova

Scotia will be comparable to those of the **Bureau de l'Éducation française** of the Manitoba Department of Education. Funds allocated in each province, however, are very different.

RECOMMENDATION 3

> **The Department of Education should evaluate the present workload capacity of the staff of the French Section and adjust staff person/years to the needs of the French-language programme development (primary school through grade XII) in the Province.**

Furthermore, if the French Section is to offer clear guidelines for French-language education in the province, an evaluation of the results achieved by the French-language programmes will have to be conducted to ascertain that they conform to expectations. It will have to be established, for example, that students enrolled in the French-language programmes are acquiring the skills required to become productive adults in the Province of Nova Scotia.

RECOMMENDATION 4

> **The Department of Education should conduct a provincial evaluation of the performance (linguistic and otherwise) of students enrolled in various French-language programmes in the different settings.**

The increased demand for French-language instruction, be it French Immersion or "Français" programmes, will create a greater need for teachers able and willing to teach in the French language. Although we cannot base our assertion on quantitative data, qualitative information obtained in the course of a province-wide tour undertaken for the purposes of another study, indicates that the Department of Education should conduct an evaluation of teacher professional development if it wishes to meet the requirements of Acadian schools in general and the future Francophone school in the Halifax-Dartmouth area in particular. Rather than obtaining teachers from another province, it would allow present teaching professionals in the province to acquire the skills to teach their specialized field in the French language.

RECOMMENDATION 5

The Department of Education should conduct an evaluation of the professional development needs of teachers presently employed in Acadian schools and French Immersion classes in the Province. The evaluation should focus on linguistic skills, cultural content and pedagogical methods aimed at integrating cultural content into the courses.

2. Cultural/Community Development

In the light of the objectives of the Canada-Nova Scotia Agreement pertaining to the construction, furnishing and operation of the education and community facility known as the **CENTRE**, we recommend the incorporation of the following legal entity which would be responsible for cultural presentations and community activities.

RECOMMENDATION 6

The Province of Nova Scotia should incorporate a crown corporation hereinafter called the Francophone Cultural/Community Corporation whose main object will be to administer on behalf of the Province of Nova Scotia a cultural/community organization serving the Francophone community in the Halifax-Dartmouth area.

The Act creating such a body corporate should be adopted and given royal assent before January 1, 1990. This will enable the Corporation to organize itself before completion of construction forecasted for September, 1990.

Objects of the Corporation

The Act should provide for the following objects:

- to ensure the survival and development of the French culture and language by organizing and supporting various activities and programmes promoting the well-being of Francophones;
- to provide a venue where French-speaking organizations and individuals can meet, and where programmes, workshops, activities and services can be implemented;

- to establish and create new social, educational, economic, cultural and sports programmes for Francophones in the Halifax-Dartmouth area;

- to act as trustee to receive, hold, administer and expend funds for the principal objects of the Corporation, and to provide for the payment of all operating expenses and bills determined to be necessary by the board of directors;

Administrative structure

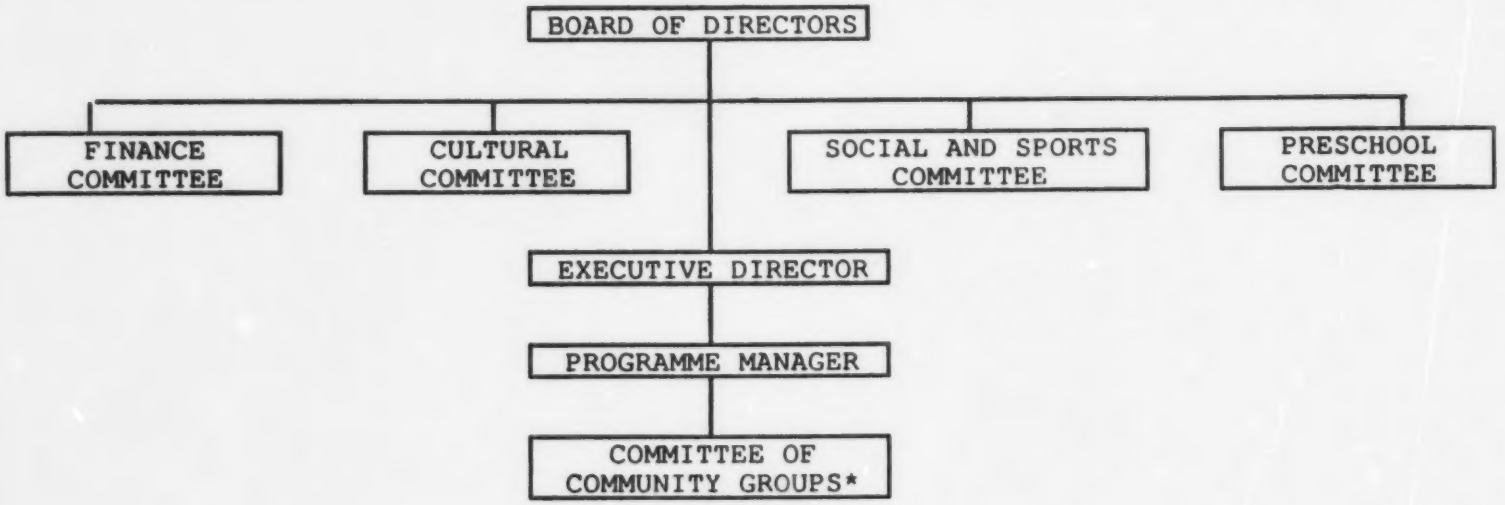
This section will deal with the internal administrative structure of the Francophone Cultural/Community Corporation, including any of the programmes it may operate. It will present an organizational chart of the management structure of the Francophone Cultural/Community Corporation, as well as of the different committees established to meet the cultural needs of the Francophone population.

The first part of this section will present the committee structure of the Francophone Cultural/Community Corporation independently of the options presented in a further section of this chapter (see Chart 8 on the following page). These committees which are answerable to the board of directors of the Francophone Cultural/Community Corporation, or answerable to the Programme Director are essential to the overall objectives of the Francophone Cultural/Community Corporation.

Minority communities across Canada must group together within their own communities to achieve a certain unity and to define common objectives which are paramount to the development of their language and culture. Minority groups which have experienced internal strife have had more difficulty in maintaining their institutions and achieving the development of their language and culture. Not only must they fight to obtain services and programmes, they must also convince the majority that they are united in this struggle. If they carry this struggle to the internal level, the result can only be the postponement of their objectives until, in the eyes of the decision-making bodies, they have attained a certain degree of harmony within the group.

Chart 8

COMMUNITY DEVELOPMENT CHART - COMMITTEE STRUCTURE



* One representative from each community group would be a member of this consultative committee. These groups are: Association foyer-école, FANE régional, CJP régional, Alliance française, Société culturelle du Grand Havre, Festival acadien d'Halifax, Voix d'Acadie, Projet garderie, Association d'enseignants, Communauté catholique, Conseil étudiant. This committee could also include new groups and MARCOM could be invited.

Studies conducted by CERECO Inc. on minority groups in all Canadian provinces have demonstrated time and time again that the administrative structures of community organizations play an important role in the unity of the community. In the light of past experience, we have attempted to develop a structure which will facilitate communication and the discussion of orientation and objectives. The administrative structure should therefore reflect the needs of all Francophone groups and individuals in the Halifax-Dartmouth area.

The board of directors should create committees who will work hand in hand with the different community organizations to prepare a coherent and comprehensive approach to the development of the Francophone community. With the exception of the Finance Committee whose three (3) members will be members of the board, there should be at least one (1) member of the board on each of the different committees. The Executive Director (or Executive Director Designate) will be a member of all committees and will act as secretary on each of these committees.

One committee will be responsible for preschool and day-care programmes. At present a Committee for "Projet/garderie" has prepared a document describing the objectives and forecasting the revenues and expenditures for the three (3) following programmes: "prématernelle/prématernelle d'accueil (refrancisation); garderie; and service après école". Such projects must by law be administered by a non-profit corporation. If this non-profit corporation is the Francophone Cultural/Community Corporation, we suggest that any Preschool Committee be formed of at least one (1) parent per programme (i.e. whose child is enrolled in the preschool or day-care programme) and include the Director of the Preschool Programme, who will act as secretary to the Committee. This Committee will be responsible for making recommendations to the board on the question of programme policy and guidelines. The board and parent members of the Committee could also act as a selection board for the hiring of the director of the nursery school/day-care centre run by the Francophone Cultural/Community Corporation. The Committee will also make recommendations to the board on the question of operating budgets and fees, and ratify capital expenditures.

The Francophone Cultural/Community Corporation would also be responsible for preparing and presenting applications for financial contribution to the Secretary of State.

If the Preschool/day-care programme is administered by another non-profit organization, the same Committee of the board should act as a communication link between the two corporations.

The Cultural Committee will be responsible for any cultural activity issuing from or requested by the community. This Committee must have an overall understanding of the needs of the community, as well as of the cultural activities generated by the community or originating outside the community. The committee will be responsible for performing arts presentations, and should also make decisions regarding the invitation of artists on tour. The Committee would also coordinate the activities of existing cultural groups.

The Social and Sports Committee will be responsible for social gatherings of any nature (sports or social events) organized by the general public. This Committee would advise the board on such matters as the adoption of policies and procedures and the obtention of appropriate permits for specific community events. Any group wishing to organize an event of some kind would have to submit its request to this Committee.

All existing Francophone community organizations would continue to exist, including the regional chapter of the **Fédération acadienne de la Nouvelle-Écosse**, the **Comité jeunesse provincial**, the **Festival acadien de Halifax**, the **Club Français**, the **Alliance française**, the **Voix d'Acadie** choral group, the **Société culturelle du grand Havre**, the **Garderie des petits francophones**, and the **Communauté francophone catholique de Halifax**. Educational organizations such as the **Association Foyer-école** and the **Association des enseignants acadiens (région d'Halifax)** would be considered as community organizations but would also be linked to the proposed Francophone School District.

Existing and future community organizations established to meet the needs of the community would be linked to the Programme Director of the Francophone Cultural/Community Corporation. Future groups could include women's groups, sports and leisure groups as well as the student body.

We recommend that the Programme Director establish a coordination committee made up of one (1) representative from each of the community organizations. This would allow a coherent and comprehensive approach to the scheduling of events, and to the sharing of common objectives and resources, and would enable the groups to help one another in their different activities.

3. Ownership of the CENTRE

The preceding recommendations did not address the question of ownership of the building referred to as the **CENTRE**. Whatever the option retained, it should be clearly established that the **CENTRE** will belong to the Province of Nova Scotia, be it in the form of a crown corporation or through the school district. Our objective is to recommend an arrangement which will benefit both the Francophone population and the Province of Nova Scotia.

In Nova Scotia, school buildings are generally the property of the school district. The rental of buildings for educational purposes by school districts is the exception rather than the rule. Continuing education programmes and community events often take place in school buildings and many of them serve as community schools. Therefore, such buildings are used to a much greater extent than during the regular school day.

In the present situation, the **CENTRE** being constructed will have a double mandate: it will serve both as a schoolhouse and as a venue for cultural/community activities and presentations. The cultural/community aspect must be much more than a mere location for continuing education programmes. The Canada-Nova Scotia agreement provides that the **CENTRE** will be used as a venue for activities geared to cultural development. As will be discussed below, the present plans for the building demonstrate quite

clearly that the main purpose of the **CENTRE**, at the moment, is purely educational.

One drawback, if the building belongs to the school district, is that future development of the facilities will be determined by what is done in other schools in the province. The criterion will be that which applies to any school of similar size and scope. This, we feel, will defeat the purpose of a cultural/community centre for the Francophone population.

Another drawback, if ownership of the building is vested in the school district, is the development of additional facilities and obtention of federal subsidies. The Government of Canada does not generally provide funding to school districts desirous of improving their facilities. A crown corporation however can obtain additional funding (and often does in other provinces) for the development of facilities which promote cultural/community development but which can also be used by the school district.

However, whether the building belongs to a crown corporation or to the school district, any legal entity renting space in the building should not have to pay more than the cost of services used. The school district would pay the same rent as for any similar building which it operates but does not own. By the same token, if the building were the property of the Francophone School District, the Francophone Cultural/Community Corporation would pay no more than the cost of operating that portion used for activities.

If ownership of the building were vested in a crown corporation, the main advantages would be:

1) Future development of the cultural and community portion of the building would be facilitated.

2) Funding for such development could be obtained from the Government of Canada, from donations, from private enterprise as well as from other fund-raising activities.

3) Development of the facilities will not be subject to the rules governing school facilities and will reflect the initial objectives of the **CENTRE**.
4) The Francophone School District would incur no greater expense than as the owner of the building while students would benefit from the advantages provided by a cultural/community centre.

The main disadvantage is:

1) Buildings which house schools in the Province of Nova Scotia belong to the school districts. Although the **CENTRE** under construction is not just a school but a cultural/community centre, this derogates from the usual practice regarding ownership.

RECOMMENDATION 7

We recommend that the CENTRE should be owned by the Francophone Cultural/Community Corporation which will be accountable to the Minister. The Crown Corporation would charge the Francophone School District rental fees according to operating costs based on surface area used.

In order to achieve the objective of providing a physical setting highly suitable for educational purposes and cultural/community development, we recommend the following linguistic policy be instituted with respect to the use of the **CENTRE**.

RECOMMENDATION 8

1) **Activities promoting use of the French language, and emphasizing Acadian and Francophone cultures will be the overall priority.**

2) **If, after all activities included in 1) above have been scheduled, there remain rooms and services available, activities in the English language may be conducted insofar as they do not interfere with the objectives of the Francophone Cultural/Community Corporation.**

The board of directors is responsible for the overall administration of the Francophone Cultural/Community Corporation through the establishment of policies and guidelines intended for the various committees. The linguistic policy of the Francophone Cultural/Community Corporation, and the policy governing the use of space are the two most important policies to be determined (see Recommendation 8 of this report). It is imperative that

the Corporation should establish its policies regarding such matters before construction of the physical structure is completed.

4. Administrative Arrangements

In order to implement the foregoing recommendations, there are, in our estimation, two (2) possible options to chose from with respect to the legal and administrative structure of the Francophone School District and the Francophone Cultural/Community Corporation. The options are presented below in order of preference: the first being in our opinion the better one. Both options present advantages and disadvantages which are discussed under the relevant headings. The options are directly related to the financial forecasts presented in the next section.

OPTION 1

Francophone School District and Francophone Cultural/Community Corporation

The first option under consideration would be structured as follows:

- the creation of a Francophone School District which would be responsible for the Francophone school located in the geographic area presently served by Shannon Francophone School.

- the incorporation of a crown corporation which would be responsible for the management of the building housing the Francophone community groups and the development of programmes geared towards the cultural and community needs of the Francophone community.

The constitution of a body, appointed and elected pursuant to the Education Act, to act as directors of both bodies corporate:

- one third to be appointed by the municipal units;

- one third to be appointed by the Governor in Council, of which at least half shall be chosen from a list of five (5) names provided by the **Fédération acadienne de la Nouvelle-Écosse.**

- one third to be elected by the Francophone population at a general meeting held for this purpose.

Our proposal that half the members to be appointed by the Governor in Council should be selected from a list provided by the Fédération acadienne de la Nouvelle-Écosse is not to be construed as derogating in any way from the usual practice adopted for school districts or as limiting provincial authority in any way. We suggest that this practice be adopted, as it has been in other provinces, to ensure that a sufficient number of members will be sensitized to the cultural aspect of the Board's responsibilities. The Fédération acadienne de la Nouvelle-Écosse would be obliged to meet with all Francophone cultural groups, all of which are members of the Fédération, in order to present a common list of names. This procedure would promote and maintain a close working relationship among and with the various groups of the community, thereby encouraging maximum use of the facilities and maximum return on investment.

The managing director hired by this group would be both Superintendent of the Francophone School District and Executive Director of the Francophone Cultural/Community Corporation.

The language of communication of the board of directors would be French and all elected and appointed members of the board would have to be fluent in French.

Subject to s. 43 of the Education Act (Nova Scotia), there appears to be no legal objection to the creation of an additional, separate school district serving the geographic area already covered by three (3) existing districts. Neither the Education Act nor the School Boards Membership Act explicitly preclude such a creation.

Advantages:

The main advantages in this administrative structure are:

1) The development of a coherent common policy and coherent common objectives, the decision-makers being one and the same group for both the Francophone School District and the Francophone Cultural/Community Corporation.

2) The solution of any problem will require the meeting of one group only, which group will defend the interest of the entire Francophone population without fragmentation.

3) The sharing of administrative costs by two (2) legal entities will be more cost-effective.

4) One executive director, as opposed to two, will ensure a greater communication among the staff of both entities and any problems encountered on a day-to-day basis can be rapidly solved.

Disadvantages:

1) The Education Act is very specific as to what a school district must achieve. It may therefore be difficult to maintain an equal balance between the objectives of the Act and the cultural needs of the community, these being essentially unstructured and without guidelines.

2) The Superintendent/Executive Director must be a person with training and experience in the field of education. This person must also have practical experience in cultural/community development. Although persons having these qualifications do exist, they are few and not readily available.

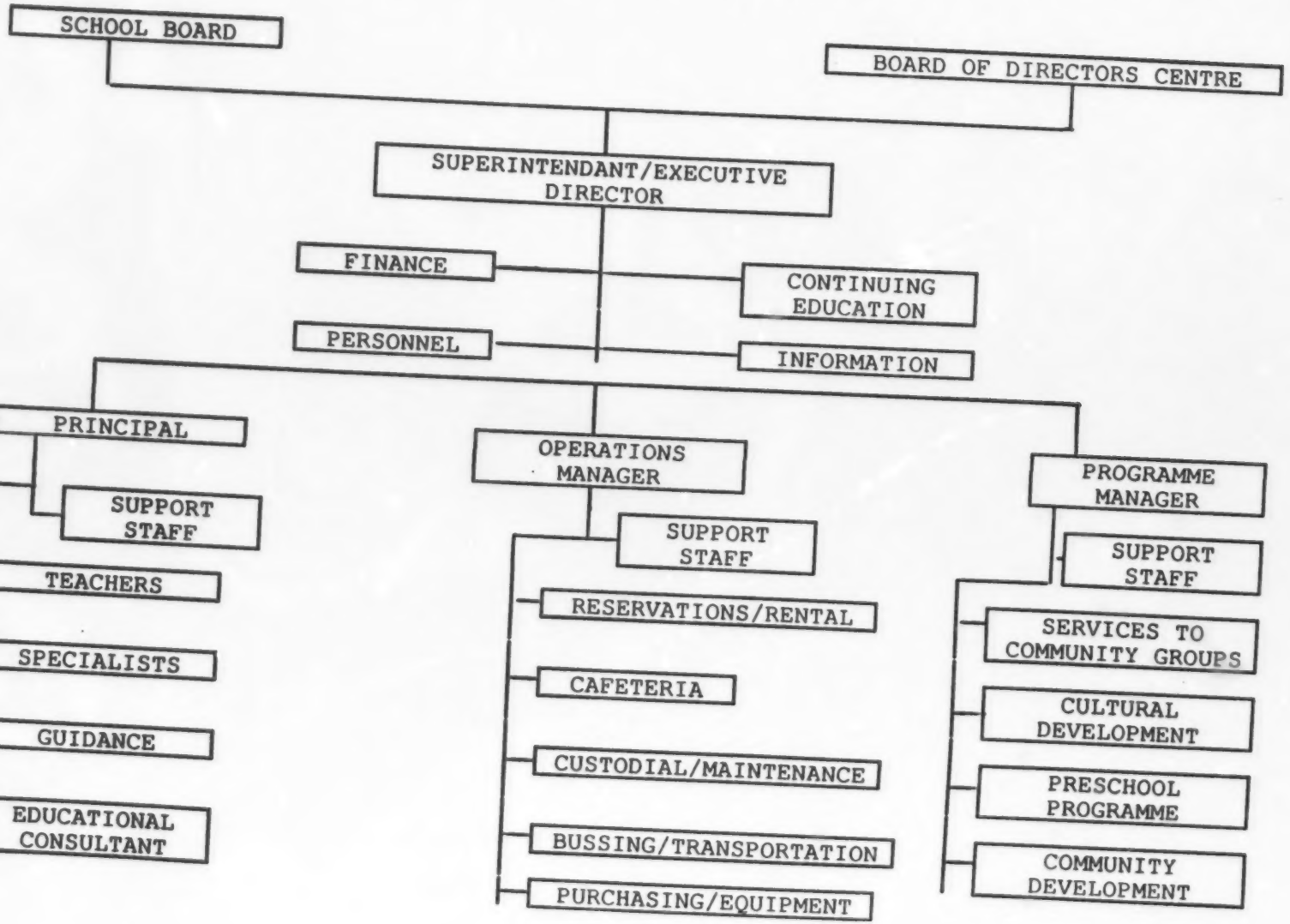
In all likelihood, it will not be possible to establish a board whose members will have had any experience of the particular situation they will find themselves in, i.e. school board members and directors and officers of a cultural corporation. It is therefore essential that the members be properly and formally prepared for the job they will be asked to do. Financial forecasts should include costs for the training of Board members.

Internal Administrative Structure

In the first option we recommend that the School Superintendent of the Francophone School District and the Executive Director of the Francophone Cultural/Community Corporation be one and the same person. This section deals with the internal administrative structure in greater detail, as is illustrated by the following chart (Chart 9). The Superintendent would have the same responsibilities as any other school superintendent in the Province of Nova Scotia.

Chart 9

ADMINISTRATIVE STRUCTURE UNDER OPTION 1



As indicated in a previous section, the Superintendent must be a person trained in the field of education. However, in selecting such a person, the board of directors must also be seeking someone with a certain degree of experience in community and cultural development.

Staff positions or services would include Finance, Personnel, Information and Continuing Education. All of these positions would be responsible for services to the Francophone School District and the Francophone Cultural/Community Corporation respectively. Therefore, the cost of these services would be shared according to the provisions of an agreement between the Francophone School District and the Francophone Cultural/Community Corporation.

Three (3) main administrative branches are presented. Since the school, like any other school, is to be managed by the principal, we will not elaborate on the internal school structure.

The Operations Manager would be responsible for the building and for auxiliary services relating to student transportation. The Operations Manager would also be responsible for the reservation and rental of facilities, cafeteria, custodial and maintenance, and purchasing.

The Programme Manager would be responsible for all community programmes. These would include services to the community groups, preschool and day-care programmes and cultural development. The Programme Manager would also have the responsibility of informing the future proposed Francophone Regional Library of the needs of the adult and preschool population.

Under this option the school would be a tenant while keeping close links to the other services and programmes offered. There would be weekly meetings of the Management team which would include the Superintendent/Executive Director, the Principal, the Operations Manager and the Programme Manager. This coordination committee would ensure the smooth functioning of groups using the same facilities. Shared resources, in other settings, have

produced a greater harmony among groups, and the level of activities has been increased because of appropriate planning structures.

OPTION 2

Two (2) bodies corporate would be created, each with its own group of directors.

The Francophone School District would be established as described above, pursuant to the provisions of the Education Act.

- one third to be appointed by the municipal units;
- one third to be appointed by the Governor in Council;
- one third to be elected by the Francophone population at a general meeting held for that purpose.

The administrative language and the language spoken at all meetings of the school district shall be French and all members of the Francophone District School Board would have to be fluent in French. The Francophone School District would operate in the same manner as any other school district except that it would be responsible for French-language education. Based on the needs of the Francophone student population, it could make special arrangements with other school districts in the same geographic area to provide services for the Francophone student population (i.e. transportation, specialists, satellite facilities, etc.). It would enter into agreements with the Francophone Cultural/Community Corporation providing for the rental of any facilities required for school activities.

The Francophone Cultural/Community Corporation would be a crown corporation with no fewer than ten (10) members of the board. Members would be named by the Governor in Council in the following manner:

- Five (5) to be appointed by the Governor in Council;
- Five (5) to be chosen from among a list of ten (10) names drawn up by the Fédération acadienne de la Nouvelle-Écosse.

As we have indicated under the foregoing option, our proposal that half the Board members should be candidates recommended by the community through its provincial organization is not to be construed as limiting in any way the authority of the Government of Nova Scotia. We believe that this approach will promote a greater cooperation between the crown corporation and the Francophone community. The Fédération acadienne de la Nouvelle-Écosse would have to adopt a procedure whereby all Francophone cultural/community groups, all of which are members of the Fédération, would be consulted to provide a list of names from which the nominees would be selected.

The Francophone Cultural/Community Corporation would administer the building and answer directly to the Province of Nova Scotia like any other crown corporation. It would also offer programmes established as priorities by the regional Acadian and Francophone organizations.

Administrative costs would be borne by the Province while programmes offered (i.e. "refrancisation" programmes) would be either self-financing or borne in part by the Government of Canada.

Advantages

The main advantages are:

1) The board has only one concern: cultural/community development.

2) The Executive Director has only one concern: cultural/community development. No expertise in the field of education will be required.

Disadvantages

The main disadvantages are:

1) Two boards of directors operating in the same environment and using the same facilities may affect and slow down the problem-solving process.
2) Two boards may cause friction between two groups, each with valid concerns and priorities, each competing for limited resources, to the ultimate detriment of the community.

3) The double internal-administration structure will probably increase the total cost of operation for both the Francophone School District and the Francophone Cultural/Community Corporation.

Internal administrative structure

In option 2 we indicate that the Francophone Cultural/Community Corporation function as a separate entity and that the Executive Director be answerable only to the board of directors of the Francophone Cultural/Community Corporation (see Chart 10 on the following page). Three (3) staff services are identified, namely: Finance, Personnel and Information. Two (2) managers would be under the direction of the Executive Director, namely: the Operations Manager and the Programme Manager. These would have the same responsibilities as those presented in the first option, with the exception that the Operations Manager would not be responsible for the transportation of students or other services provided directly to the school (e.g. purchasing).

In this option the Francophone School District would rent space and receive services from the Francophone Cultural/Community Corporation, but would primarily be a tenant with a right of first refusal on the use of all facilities other than classrooms.

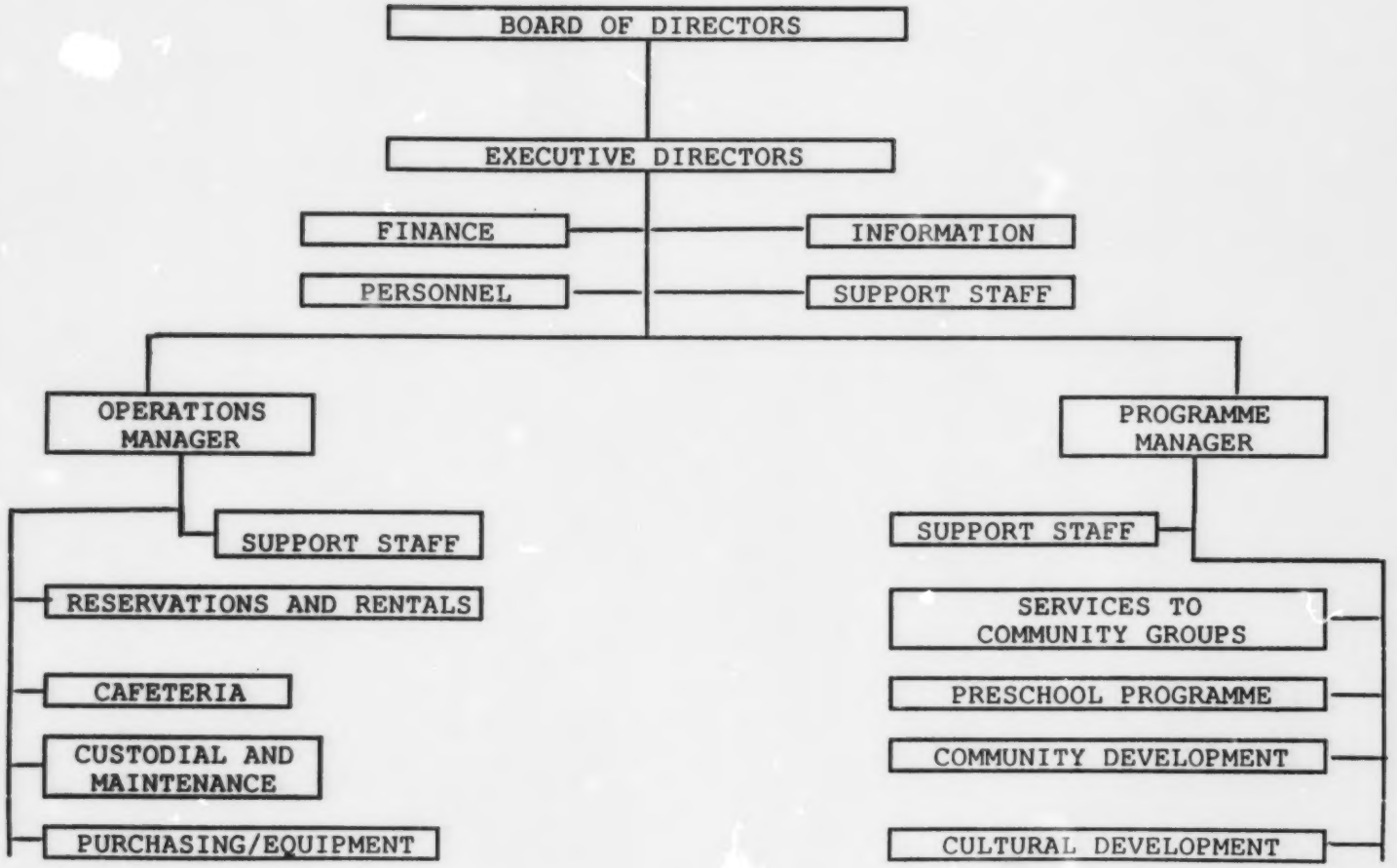
The Francophone Cultural/Community Corporation could however retain some responsibility for Continuing Education courses in cooperation with the Francophone School District.

5. Financial Arrangements

This section deals with the financial arrangements for both the Francophone School District and the Francophone Cultural/Community Corporation. Although we were not originally mandated to examine financial arrangements for the school, such arrangements have been included at the request of the Department of Education.

Chart 10

ADMINISTRATIVE STRUCTURE UNDER OPTION 2 - CENTRE



Financial Arrangements For The Francophone School District

Financial arrangements for the Francophone School District have only very briefly been considered. Based on discussions which we have had with officials from the Department of Education, and on an analysis of the "Report Of The Formula Review Committee" (1988), we have come to the conclusion that the approved formulas could apply to the Francophone School District. The basic provincial grant and the property service formula would be the same as those used for other school districts in Nova Scotia. The formula relating to transportation may require that the first year of operation be used as the base year instead of a maximum of 115% of 1987. Formal criteria could be established to determine acceptable modes of transportation. For example, if the Francophone School District is to provide adequate transportation, it would have to be comparable, in terms of average transportation time, to that provided by other urban school districts. If primary schoolchildren spend a district average of 30 minutes on the bus, schoolchildren in the same grade in the Francophone School District should not have to spend more than the average travelling time. This approach seems fair and would not discourage parents from enrolling their child because of protracted transportation time.

One area which may be difficult to establish in the "Family of Five" is adult education. How do you determine the number of adults of 21 years and over living in the area served by the school board? Do you include only adults whose first language is French as determined by the Statistics Canada census data? Although this could be the basis, why exclude in the funding formula anyone who wishes to enroll in any French language classes being offered? Furthermore, would this affect the level of adult education funds available to other school districts in the same geographic area? Although we make no recommendation as to the most appropriate formula for the funding of adult education, we suggest that the Francophone School District submit to the Department of Education estimates of the operation costs of this programme and that funding be provided by mutual agreement. This does not preclude decisions based on the Statistics Canada data.

However, they would have to be adjusted so as to take into consideration the creation of French-as-a-second-language courses for adults.

Funds provided by municipal units is another area where agreements would have to negotiated. At present, municipalities in the geographic area under consideration participate in the financing of education at different levels according to their tax base. Percentages vary considerably from one municipality to the next. However, Francophones pay municipal school taxes in the municipality where they reside. Therefore, it would follow that any municipal unit that collects such taxes should also participate in the financing of the Francophone School District.

We suggest that municipal units fund the Francophone School District to the same extent they would fund a student in their school district. For example, the City of Halifax would pay an equivalent amount either to the Halifax School District or to the Francophone School District according to the number of Halifax students enrolled in each district.

The textbook credit allocation may have to be increased for the first few years because of programme development. However, some of these costs could perhaps be borne by the Secretary of State in the form of programme development funds.

Financial Arrangements For The Francophone Cultural/Community Corporation

The **Canada - Nova Scotia Agreement on the Official Languages in Education (Francophone School/Community CENTRE Sub-Agreement)** provides for the following purpose of contribution:

> "1.1 Nova Scotia shall undertake the construction, the furnishing and operation of an education and community facility in Halifax-Dartmouth to be known as the "Francophone School-Community Centre Halifax-Dartmouth" hereinafter called the "CENTRE", whose objects shall be:
>
> i) to provide the Francophone School-Community CENTRE where members of the French language community of

the Halifax-Dartmouth area of Nova Scotia will have an opportunity to be educated in their own language; and

ii) to provide facilities for French language cultural presentations and community activities."

Item 3. of this sub-agreement deals with the "construction design and essential furniture and equipment". The "essential furniture and equipment means equipment which is part of the physical operation of the building, non-renewable fixtures and furniture such as: cupboards, tables, desks, chairs, excluding supplies and necessary items."

Appendix I to this sub-agreement identifies the construction area. The area designated as "Community area" is 3,304 square feet in the 77,355 square foot building. The other "rooms" cover 55,254 square feet whereas the common areas (washrooms, corridors, storage etc.) cover 22,101 square feet.

The above information is important in determining the financial arrangements for the Francophone Cultural/Community Corporation. The school and the Library occupy approximately 90% of the building whereas the community portion of the **CENTRE** is the primary user of less than 10% of the usable space. However, this does not mean that the Francophone Cultural/Community Corporation would not be able to use space otherwise occupied by the school during the day: for example, the cafeteria, gymnasium, audio-visual rooms and classrooms could well serve other purposes.

Since the integration of cultural/community programmes will take more time than the establishment of the school, we suggest that in the first year of operation the ratio of the expenditures for "other services" be established according to the following percentages: 90% for the school, 10% for cultural/community activities. In the second year it is estimated that there will be an increase in the community use of the premises so that the ratio could be revised.

Rental of space will be charged to any individual or group not directly associated with a cultural/community programme or the school, both of which would be governed by a separate agreement. The cost of rental of space should include the actual cost (other services) and cover the administrative costs relating to such an activity. For example, the daily rental of facilities could cost $ 125: i.e. a fixed cost of $ 100 and administrative costs of $ 25. Such administrative costs are not disproportionate to short term rentals. Other ratios could be used for groups who repeatedly rent the same facilities. Net profits from rentals could be shared by the Francophone School District and the Francophone Cultural/Community Corporation. This could be considered as a form of compensation for teachers whose classrooms are used after the school day. The fact that such revenue could be used to acquire equipment or materials which otherwise could not be afforded might incite teachers to share their classrooms after the school day, even though most teachers do not have to put up with this.

We have no specific information as to furniture and equipment to be provided as part of the cost of the initial construction. For example, how will the music room be furnished? Will the musical instruments (the piano for example) be part of the initial construction and therefore be made available to the school as well as to the Francophone Cultural/Community Corporation? Does construction include the installation of a student radio station? Will the audio-visual room (auditorium) be equipped for the construction or storage of props and sets for theatre productions? Will the rooms set aside for the nursery and day-care include a storage room as well as an office? Will storage areas used by the community groups be sufficient for their needs? Will the grounds be landscaped? Will fields and playgrounds for sports activities be constructed at the outset or will the costs be incurred by the crown corporation as capital expenditures during its first years of operation?

Because of lack of information regarding these questions, we presume such costs have been foreseen and are therefore not included in the financial

forecasts. It is to be noted that the two (2) most recent school/community centres in the Province of New Brunswick have experienced certain difficulties with regard to the furnishing of the community portion of the centres. As a result, initial cost had to be increased by 10% for furniture and equipment before the project could be completed.

Guidelines for the financial arrangements of the Francophone Cultural/Community Corporation are based on an analysis of the practices used by the Hants West School District, Department of Continuing Education Services and by organizations in other provinces. As described in the third chapter of this report, the provinces generally provide the funding for the administration and maintenance of the buildings which house community centres. Revenue for the programmes offered is either self-generated or it is provided in part by the Secretary of State or by other groups or Departments funding special projects. This has been taken into account in determining the financial arrangements.

Table 8 on the next page shows proportions for the sharing of expenses. The section dealing with personnel includes only those who have responsibilities both within the framework of the Francophone School District and the Francophone Cultural/Community Corporation under Option 1. We have charged to each entity the portion of the costs relating to the projected use of the facilities. Therefore, personnel specific to the school board, as well as the Programme Manager and personnel specific to the Francophone Cultural/Community Corporation and its programmes have not been included.

It should be noted that Option 2 will have a direct bearing on the total budget of the proposed School District in that it will increase it in the estimated amount of approximately $ 60,000 in Year I.

Table 9 presents the financial forecasts for the Francophone Cultural/Community Corporation under the two (2) options. These forecasts include sources of revenue as well as expenditures. Funding to be provided by the

Table 8

COST SHARING SCHEDULE

	School %	Centre %
Personnel*		
Superintendent/Executive director	50	50
Finance	50	50
Personnel	50	50
Continuing education	100	0
Information	50	50
Support Staff	50	50
Administrative (bussing)	100	0
Administrative (Maintenance, repair)	90	10
Administrative other	50	50
Services**		
Electricity and heating	90	10
Custodial	90	10
Water,sewage, etc.	90	10
Minor repairs	90	10
Telephone (if common)***	50	50
Office supplies	According to use	
Publicity and information	According to use	
Postage and delivery	According to use	
Furniture and equipment		
Acquisition after construction	According to each budget	
Equipment repair	According to the owner	
Board costs (under option 1)	50	50
Travel expenses		
Personnel	According to travel objective	
Net profits from rent		
Profits after expenses	50	50

* The cost shared in this section is determined if Option 1 is adopted. The personnel in the community programmes are not included nor is the school personnel.

** Services are shared according to projected use in the first year of operation. The proposed Francophone School District would rent a portion of the building and would contract services according to cost.

*** If a common system is installed, the basic rental cost of the lines would be shared. All long distance charges would be billed to the each entity according to use.

Table 9

HALIFAX-DARTMOUTH SCHOOL/COMMUNITY CENTRE - BUDGET FORECAST

	YEAR I		YEAR II		YEAR III	
	Admin.	Programme	Admin.	Programme	Admin.	Programme
REVENUE						
Nova Scotia						
Option 1	120,000	10,000	165,000	20,000	175,000	22,000
Option 2	140,000	10,000	215,000	20,000	230,000	22,000
Canada	0	125,000	0	150,000	0	175,000
Rental	260,000	0	385,000	0	405,000	0
Activities	40,000	30,000	80,000	45,000	85,000	50,000
Total (Option 1)	**420,000**	**165,000**	**630,000**	**215,000**	**665,000**	**247,000**
(Option 2)	**440,000**	**165,000**	**680,000**	**215,000**	**720,000**	**247,000**
EXPENSES						
Salaries (Option 1)	210,000	90,000	300,000	140,000	315,000	175,000
(Option 2)	230,000	90,000	350,000	140,000	370,000	175,000
Building	150,000	0	250,000	0	265,000	0
Office expenses	30,000	30,000	20,000	20,000	20,000	20,000
Rent	0	5,000	0	10,000	0	12,000
Activities	30,000	40,000	60,000	45,000	65,000	40,000
Total (Option 1)	**420,000**	**165,000**	**630,000**	**215,000**	**665,000**	**247,000**
(Option 2)	**440,000**	**165,000**	**680,000**	**215,000**	**720,000**	**247,000**

Province has been foreseen for the administration of the Corporation and for the maintenance of the building.

Profits generated from the use (rental) of the building should be maintained in a fund to improve or maintain the facilities (building and land). Profits generated by the community groups should be reinvested in programmes aimed at developing language and culture. Agreements between the Government of Canada and minority groups provide for the keeping of separate records with respect to such programme funds.

For example, profits generated by the nursery/day-care should be reinvested in that programme if the Francophone Cultural/Community Corporation is the non-profit organization responsible for this programme. Profits generated by cultural programmes such as performing arts presentations should be reinvested in the organization of other such events.

In preparing the financial forecast, it was impossible to determine with any degree of precision some of the costs related to services such as heating, electricity, etc. Estimates could differ substantially from actual costs. However, we have tried to give an overall estimate of the direct cost to the Province and the projected revenue that could be obtained from other sources. These projections are the result of an analysis of the costs incurred in other facilities similar in many respects to the Francophone Cultural/Community Corporation.

The financial forecast is based on seven (7) months of operation of the building during the first fiscal year (September 1 to March 31). We have however taken into consideration that the Executive Director and some personnel would be employed as of April 1 of Year I, and that the Programme Manager would be hired no later than June 1. This would allow the proposed Francophone School District and Francophone Cultural/Community Corporation to start organizing, informing the population and planning the programmes to be presented.

6. Library facilities

As has already been stated in a previous section of the present study, the needs of the Francophone population for library services are much greater than can ever be satisfied by a school library. The French-language library in the future **CENTRE** could serve regional interests, i.e. service the French-speaking population (French-as-a-first or second language) in the four (4) municipal units.

RECOMMENDATION 9

The Province of Nova Scotia should establish a French-language regional library pursuant to the provisions of the Libraries Act, which library should be located in the CENTRE.

The language of administration of the Francophone Regional Library would be French. Board members would have to be fluent in French.

The main function of the Francophone Regional Library would be to offer printed and other materials commonly found in a regional library, for the purpose of promoting the French language and culture.

The library would be a body corporate offering its services to students from the school or other schools as well as to the public at large.

7. The transition period

We have examined the proposed plans for the building which will house the school and community/cultural activities. Even though these are not the final plans, the project seems to have been planned primarily for school purposes. For example, facilities for social receptions, arts and crafts exhibitions, adjoining hall for arts performances, etc. do not seem to form part of the present plans. Secondly, will the proposed building allow for additions to the present structure without incurring substantial costs which could be avoided if foreseen at the outset? Additions could be required either for school purposes or for cultural/community programmes and groups.

RECOMMENDATION 10

Before the final acceptance of the proposed building plans, the appropriate professionals should examine ways of including features to meet community/cultural needs, and features allowing for future additions to the building at a reasonable cost.

The Province of Nova Scotia has consulted Le Comité du Centre scolaire communautaire during the preparation of the plans and the determination of the site for the **CENTRE.** The construction process, i.e. land preparation, has already started, and it might be necessary for such consultations to continue, for example with respect to furnishing, equipment, etc. In addition, funding for the programmes should be obtained from the Government of Canada. Requests for such funding must be submitted no later than November of the previous year. Therefore, for Year I, application forms for funding from the Secretary of State, for example, have to forwarded in November, 1989. As the new corporation will not necessarily be operational at that time, a transition period must be foreseen.

RECOMMENDATION 11

The Comité du Centre scolaire communautaire should be the body acting as the representative of the French-speaking population before the creation of the non-profit crown corporation. The Comité could be consulted on all aspects of the construction and furnishing of the CENTRE. Once the corporation is incorporated and the board of directors named, the Comité would assume other responsibilities determined by the community. The Comité could incorporate for the purpose of applying for funding for the different sections and programmes of the Francophone Cultural/Community Corporation.

Experience in other settings has demonstrated that, for the first few years of operation, there will be a need to ensure continuity in the relations between members of the community involved in the preparation of the project and the bodies administering the project once it is physically completed. We consider that members of the present Comité are among the most qualified to ensure that continuous relations between the community and cultural groups be maintained.

RECOMMENDATION 12

In order to ensure continuity and communication with the Francophone community, some of the present members of the Comité du Centre scolaire communautaire should be named or appointed members of the board which will administer the Francophone Cultural/Community Corporation during the first years of operation.

VI - CONCLUSIONS

The Province of Nova Scotia and the Government of Canada have entered into an agreement respecting the creation of a Francophone School/Community Centre in the Halifax-Dartmouth metropolitan area. The Province of Nova Scotia has agreed to undertake the construction, furnishing and operation of the educational and community centre whose purpose is to provide an educational setting and facilities for French-language cultural presentations and community activities.

The initial objective of this study was to provide information regarding existing structures in other Canadian provinces and, in the light of the information gathered and the conditions existent in the Halifax-Dartmouth area, to offer recommendations as to the administrative arrangements best suited for the Francophone Cultural/Community Centre and the school. Other objectives were added in the course of the study either by the author or at the request of the parties, i.e. the Francophone community or the Department of Education. These include (i) a description of the educational structures in Manitoba and Ontario; (ii) the linguistic mix most likely to meet the needs and wishes of the parents; (iii) the implications of programme development for the Department of Education; (iv) the financial arrangements for the school; (v) the library facilities; and, (vi) the transition period.

Five situations were examined:

- two (2) centres and School Districts in the Province of New Brunswick;
- one (1) centre in the Province of Ontario and a review of certain aspects of their educational structure;
- one (1) centre in the Province of Manitoba and the Department of Education's French Language Bureau;
- one (1) Continuing Education Division in the Province of Nova Scotia.

The main results of this review are:

1) Provinces have been developing French-as-a-first-language programmes and the Francophone population is increasingly administering

its own schools and school districts within provincial regulations and guidelines.

2) French-as-a-first-language programmes are more frequently run in a single-setting school, i.e. where only one programme is taught. This produces an environment more conducive to the attainment of the objectives of this programme.

3) Total "Français" programmes, from primary school to grade XII, in which English Language Arts are taught from Grade III or IV, produce the best results in both languages and promote higher achievement in other subjects as well.

4) In provinces where buildings were constructed for the development of French cultural activities and presentations, crown corporations have been created to administer the buildings and provide programmes geared towards cultural development.

5) Provinces participate in the funding of the crown corporations, mostly for the purposes of the administration of the buildings. The corporation's cultural and community programmes are funded by various sources which include the Government of Canada, the cities, commercial enterprises and fund-raising activities.

6) Existing models and structures demonstrate the need to promote, through legal and administrative structures, communication between different cultural and community groups. If such structures do not encourage frequent communication, and coherent and comprehensive approaches, maintenance of language and culture are that much more difficult to attain.

The needs of the population, as expressed by representatives of the Francophone educational and cultural groups in the Halifax-Dartmouth area, are the creation and management of a Francophone school where all courses would be taught in French from primary school to Grade XII, with the exception of English Language Arts courses which would start in grade III. The present situation, especially at the high-school level, does not meet their requirements. Among other things, the availability of courses at the high-school level is insufficient. Another problem which concerns parents is transportation of students.

Another need referred to by the representatives of the population concerns cultural development. The representatives expressed the need for such cultural activities as concerts, choral presentations, theatre productions, performing arts, etc. Although not strictly a cultural or community issue,

pre-school programmes are also considered essential to cultural development. The community also feels the need for social activities as well as organized activities for youths, the elderly and families. The construction of the building and the provisions of the Canada-Nova Scotia agreement would allow for sufficient space for cultural and community development.

The third area identified by the Francophone representatives concerns library facilities for schoolchildren but also for pre-school children and adults. They stressed the fact that such services are practically unavailable in the area.

The fourth area concerns adult education. Courses presented in French would greatly benefit the development of the Francophone community and could be made available to other interested groups as well.

This study has analyzed French-language education and cultural development in various settings, and it briefly addresses the needs and aspirations of the Francophone community in the Halifax-Dartmouth area. In presenting recommendations based on the objectives of the study, we have considered present practices in the Province of Nova Scotia. We have also broadened the original mandate of the study to present alternatives which would benefit both the Province and the Francophone community without going beyond what is available for minorities in other provinces. Certain measures that we recommend may appear to derogate from common practice elsewhere. However, we feel such measures are eminently justified if the French language and Acadian and Francophone cultures are to be maintained in a predominantly English-speaking environment.

In short, we recommend that a distinct structure be created to administer French-as-a-first-language education in the Halifax-Dartmouth area. The language of administration would be French and the Francophone School District would have a linguistic policy to reflect its mandate and objectives. The language of instruction for all subjects would be French from primary school to grade XII, with the exception of English Language Arts courses which would be introduced at the Grade III level. The Department

of Education is urged to take the appropriate measures to develop curriculum, especially at the high-school level, to encourage professional development of teachers and to evaluate the output of French-language programmes in different settings.

The financial arrangements for the Francophone School District would mostly follow the formula funding approach which is in effect at the present time. Some adjustments would have to be made regarding the transportation budget, adult education funds, municipal participation and the textbook credit allocation.

We feel that the only means of fully attaining the cultural and community development objectives of the Francophone School/Community Centre is by creating a crown corporation which would be responsible for the administration of the building. This would enable the centre to develop in a way which would benefit the Province and the Francophone community. The corporation would also be responsible for the organization of cultural and community programmes whose funding would come predominantly from sources other than the Province of Nova Scotia.

Adequate library facilities would be made available in the CENTRE and would serve all age groups. These services are largely unavailable at present in the geographic area. Furthermore, adult education courses would be organized in French according to demand. These two areas could be linked with other organizations in the Province in order to maximize investment in similar programmes.

We have briefly examined ways of ensuring a smooth transition period until the creation of the Francophone School District and the Francophone Cultural/Community Corporation. Cooperation and consultation have been the approach used by the Province (Department of Education) and the Francophone community (Le Comité du Centre Scolaire/Communautaire). We have suggested means of promoting and maintaining such an approach. The aim of this study is to present various measures which could be adopted by the Province of Nova Scotia for the management and financing of French-

language education and Francophone cultural/community development. The intent is to provide a legal and administrative framework whereby the Province and its Francophone community in the Halifax-Dartmouth area will benefit the most from the present enterprise.